

For Reference

NOT TO BE TAKEN FROM THIS ROOM

Ex libris
UNIVERSITATIS
ALBERTAENSIS





Digitized by the Internet Archive
in 2019 with funding from
University of Alberta Libraries

<https://archive.org/details/Heal1976>

T H E U N I V E R S I T Y O F A L B E R T A

RELEASE FORM

NAME OF AUTHOR Susan Kathryn Heal

TITLE OF THESIS The Organization and Administration
 of Scuba Diving in Canada

DEGREE FOR WHICH THESIS WAS PRESENTED Master of Arts.....

YEAR THIS DEGREE GRANTED Spring, 1976

Permission is hereby granted to THE UNIVERSITY OF ALBERTA LIBRARY to reproduce single copies of this thesis and to lend or sell such copies for private, scholarly or scientific research purposes only.

The author reserves other publication rights, and neither the thesis nor extensive extracts from it may be printed or otherwise reproduced without the author's written permission.

THE UNIVERSITY OF ALBERTA

THE ORGANIZATION AND ADMINISTRATION OF
SCUBA DIVING IN CANADA

by

SUSAN KATHRYN HEAL



A THESIS

SUBMITTED TO THE FACULTY OF GRADUATE STUDIES AND RESEARCH
IN PARTIAL FULFILMENT OF THE REQUIREMENTS FOR THE DEGREE
OF MASTER OF ARTS

DEPARTMENT OF PHYSICAL EDUCATION

EDMONTON, ALBERTA

SPRING, 1976

THE UNIVERSITY OF ALBERTA
FACULTY OF GRADUATE STUDIES AND RESEARCH

The undersigned certify that they have read, and recommend to the Faculty of Graduate Studies and Research, for acceptance, a thesis entitled "The Organization and Administration of Scuba Diving in Canada", submitted by Susan Kathryn Heal in partial fulfilment of the requirements for the degree of Master of Arts.

ABSTRACT

The purposes of the study were to examine the present administrative structure of the sport of scuba diving in Canada; to demonstrate some of the inherent problems; and to make recommendations suggesting possible methods of improving the situation which currently exists, through greater communication and cooperative effort.

Data were obtained by means of personal interviews, analysis of official documents and records of associations and agencies, and responses to mailed questionnaires. Secondary sources such as books and periodicals pertinent to the topic were also utilized.

Recommendations, made on the basis of the analysis of organizational structure and inherent problems described above, were: that a national forum for all groups involved in the sport be constituted, whose functions would include the coordination of funding requests to the Federal government and representation of the sport at the national level; that national minimum training and certification standards be developed and adopted by all national scuba certifying agencies; and, that greater emphasis be placed on safety and fitness aspects of the sport as well as institution of programs of public awareness and public relations.

ACKNOWLEDGEMENTS

I would like to express my sincere appreciation to the members of my committee, Dr. H.J. McLachlin and Dr. M.F.R. Smith, for their wise counsel and assistance in the completion of this thesis.

To my advisor and committee chairman, Dr. W.D. Smith, special thanks are expressed for his constant encouragement, guidance and patience.

I am grateful to all those who provided data for this study, and to the Canadian Red Cross Society for granting me a leave of absence to enable me to continue my studies.

Finally, I would like to thank my parents for their interest in my endeavours and the support which they have always provided without hesitation.

TABLE OF CONTENTS

CHAPTER		PAGE
I	INTRODUCTION	1
	Statement of the Problem	4
	Purposes of the Study	6
	Methodology	7
	Limitations of the Study	8
	Delimitations of the Study	8
	Definition of Terms	8
II	REVIEW OF LITERATURE	12
	The Nature of Organizations	13
	Organizational Effectiveness and Survival	13
	Interorganizational Relationships	19
	Interorganizational Cooperation Through Bargaining and Negotiations	22
III	CURRENT ADMINISTRATIVE STRUCTURE	27
	Introduction	27
	Individuals - Divers and Instructors	27
	Local Groups - Dive Clubs and Dive Shops	34
	Provincial Groups - Provincial Dive Councils and Provincial Sport Bodies	37
	National Scuba Diving Certifying Agencies	39
	Affiliated Organizations	50

CHAPTER		PAGE
IV	DISCUSSION	54
	Introduction	54
	Individuals - Divers and Instructors . . .	55
	Local Groups - Dive Clubs and Dive Shops	58
	Provincial Groups - Provincial Dive Councils and Provincial Sport Bodies . .	59
	National Scuba Diving Certifying Agencies	60
	Affiliated Organizations	64
V	SUMMARY, CONCLUSIONS AND RECOMMENDATIONS . .	69
	Recommendation #1	71
	Recommendation #2	74
	Recommendation #3	74
	Recommendation #4	75
	Recommendation #5	76
	Recommendation #6	78
	BIBLIOGRAPHY	80
	APPENDICES	85
	APPENDIX A: INTRODUCTORY LETTER, QUESTIONNAIRE AND RESPONSE - ASSOCIATION OF CANADIAN UNDERWATER COUNCILS	86
	APPENDIX B: INTRODUCTORY LETTER, QUESTIONNAIRE AND RESPONSE - DEPARTMENT OF NATIONAL DEFENCE	94
	APPENDIX C: INTRODUCTORY LETTER, QUESTIONNAIRE AND RESPONSES - NATIONAL ASSOCIATION OF UNDERWATER INSTRUCTORS CANADA	98
	APPENDIX D: INTRODUCTORY LETTER, QUESTIONNAIRE AND RESPONSE - NATIONAL COUNCIL OF YMCA . . .	122

	PAGE
APPENDIX E: INTRODUCTORY LETTER, QUESTIONNAIRE AND RESPONSE - PROVINCIAL SCUBA DIVING COUNCILS OR FEDERATIONS	127
APPENDIX F: INTRODUCTORY LETTER, QUESTIONNAIRE AND RESPONSE - RECREATION CANADA	131
APPENDIX G: REQUEST FOR INFORMATION AND RESPONSES - SPORTS FEDERATION OF CANADA	135

LIST OF FIGURES

FIGURE	PAGE
1. Administrative Structure of Scuba Diving in Canada - as of December, 1975	28
2. First Level Participant Decision Tree	29

CHAPTER I

INTRODUCTION

Man has been engaged in underwater activities for over two thousand years. The earliest known references are contained in the writings of authors such as Herodotus, Livy, Pliny and Aristotle (Brennan, 1970:30). The earliest of man's attempts at diving were for economic purposes (the collection of food, shells and dyes), as well as in connection with military campaigns, for reconnaissance or sabotage (North, 1968:6). In these ventures, divers went underwater with little or no equipment, and employed breath-holding techniques. Soon, curiosity as well as necessity led to crude attempts to design equipment which would allow an individual to take a supply of air underwater and operate independently of the surface. During the 18th and 19th centuries, much work was also being carried out in the development of diving bells and other types of submersibles, but these were surface-dependent for their air supply (Kenny, 1972:29-33).

The first practical, surface-independent diving system was developed by William James in 1825 (Zanelli, 1967:2), and at the same time surface-supplied helmet diving equipment was becoming increasingly sophisticated. A refinement of the James apparatus was introduced in 1866 by two

Frenchmen, Rouquayrol and Denayrouze. Their invention, which they called the "Aerophore" (Brennan, 1970:36), is generally acknowledged as the precursor of our modern-day scuba diving equipment (Dixon, 1968:19). This apparatus was the first to supply air to the diver on demand (only during inhalation, rather than constant free-flow), but the air was not supplied to the diver under pressure equal to that of the surrounding water (Zanelli, 1967:2). It did, however, enable the diver to be independent of the surface for short periods (Kenyon and DeHaas, 1970:21).

During World War II, the use of 'frogmen' and 'human torpedoes' generated public awareness about underwater activities (Carrier and Carrier, 1968:2). The real breakthrough for scuba diving came in June, 1943 with the development of the "Aqua-lung" by Jacques Cousteau and Emile Gagnan. This apparatus, which was virtually identical to that employed today by scuba divers throughout the world, became generally available after the end of the war (Kenny, 1972:33).

This early scuba diving equipment reached the United States and Canada during the period from 1950 to 1952, while many divers were also experimenting with home-made equipment (Iannucci, 1976:4). The first diving club in Canada was formed in 1952 (Iannucci, 1976:4), and the first provincial diving council, the Ontario Underwater Council,

was formed in 1958 (Stewart, 1967). In 1959, the Underwater Society of America came into being, and Canada had representation within this body through the Ontario Underwater Council (Kozak, 1972). In 1960, the National Association of Underwater Instructors (NAUI) was formed in Houston, Texas to standardize diver training programs. In 1961, NAUI held its first Canadian instructor certification course in Toronto, Ontario. Successful candidates from this course received dual instructor certification from NAUI and OUC, which had co-sponsored the course (Ontario Diver, July 1961:12-13). In 1964, the Association of Canadian Underwater Councils (ACUC) was formed to provide for national standardization and representation of divers at the federal level (Underwater Society of America, 1967). ACUC was formally incorporated in 1970 (Mockridge, 1976b), followed by the National Association of Underwater Instructors Canada in 1971 (Davis, 1975).

The sport has become a popular recreational activity, attracting thousands of Canadians each year. NAUI Canada certified more than 9,700 scuba divers in 1975 (Kozak, 1976). Almost 5,000 divers were certified by ACUC in 1974, while a twenty percent increase was projected for 1975 (ACUC, 1974).

The increase in popularity of the sport is due in part to the vast areas of accessible inland and coastal

waters in Canada, as well as the exposure which the sport has received in the media, particularly television.

Statement of the Problem

From its inception in Canada on an organized basis in 1952, the sport has continued to grow and develop. One important aspect of this growth has been the development of structures or organizations which play a role in the administration or control of various groups or levels of involvement. The number of these groups has increased, as has the complexity of their interrelationships.* There are now many reciprocal agreements, contracts and understandings between various groups which has resulted in some confusion as to the objectives of each group, and their respective areas of responsibility. It appears, from personal interviews and correspondence with individuals knowledgeable about the sport's historical development in Canada, and those working at the administrative level, that the conflict or lack of cooperation between various groups is one of the major problems currently faced by the sport. If this situation could be resolved and areas of responsibility clearly identified and assigned to specific organizations, it would

* A schematic representation of the current administrative structure of the sport is presented on page 28.

Full discussion of this structure appears in Chapter 4

facilitate better use of available financial and personnel resources and contribute to a more orderly development of the sport.

Internal difficulties have existed for the past decade, but the problems encountered at the national level particularly, have recently come to the attention of the federal government, specifically Recreation Canada, a unit within the Fitness and Amateur Sport Branch, partly as a result of apparent conflict over funding and representation at the national level. The position of the federal government has been that the agencies involved should attempt to resolve their differences and work on a cooperative basis on matters of mutual concern. Recreation Canada pledged its support in bringing about discussions aimed at resolving current areas of conflict, in stating that:

Wherever there is variance in opinion or potential conflict, Recreation Canada has attempted to facilitate organizations to 'iron-out' their differences or to strengthen their common objectives (Kalinowsky, 1974).

The feeling expressed by Recreation Canada has also been echoed by 'user groups' such as the Young Men's Christian Association (YMCA), which has requested "...improved co-operation [and] reduced duplication of effort..." (McCuaig, 1975).

While there have been attempts made to improve the present situation, there has been no satisfactory resolution

of the matter to date. It is essential to the development of the sport in Canada that a critical analysis of the administrative structure be undertaken. The necessity of unity and cooperation has been demonstrated in the concerns expressed by the government and user groups. An analysis of the present situation and the development of a plan to provide for a more coherent organization is the justification for this study.

Purposes of the Study

The purposes of the study were three-fold:

1. to describe and examine the present administrative structure of the sport of scuba diving in Canada;
2. to identify some of its inherent problems and weaknesses; and
3. to present specific recommendations on means by which the present situation might be altered in order to improve service to the Canadian scuba diving community.

In order to understand the present situation in the sport, it was necessary to examine the historical development of the various organizations, and to examine closely their specific aims and objectives. This process was followed by an analysis of relations between and among these organizations. Some of the apparent areas of difficulty were studied in terms of their origin and ramifications for

the sport, and proposals for resolving these difficulties were made. Areas which seem to require greater emphasis were also discussed, and specific programs outlined which could be initiated by the various organizations at all levels.

Methodology

Data in the study were obtained from personal interviews, analysis of official documents and records of associations, and responses to mailed questionnaires developed by the author for this project. These questionnaires were distributed to the following agencies and individuals:

ACUC Executive members

NAUI Canada Board of Directors

Provincial Diving Council Presidents

YMCA

Recreation Canada

Sports Federation of Canada

Canadian Armed Forces

The purpose of the questionnaires was to obtain facts and opinions from individuals involved in the development or administration of scuba diving in Canada concerning the sport's structure and the current problems perceived. Copies of the questionnaires, cover letters, and responses are included in Appendices A through G.

Also used were secondary sources such as books and special interest magazines related to the topic. Information gathered was examined in relation to surveyed literature on the subject of organizational structure and behaviour.

Limitations of the Study

The study was limited by a lack of detailed information on sports administration generally, and the sport of scuba diving in particular.

It is always difficult to obtain statistical information regarding recreational pursuits of individuals. In the sport under study, this difficulty was compounded by the diverse nature of the administrative structure and the lack of exchange of information among all groups.

Delimitations of the Study

The study was restricted to an examination of the sport within Canada. The scuba diving certifying agencies included in the study are only those which operate on a national basis. Those which are active on a provincial or regional level are therefore excluded from the study.

Definition of Terms

ACUC or A.C.U.C.

Acronym for the Association of Canadian Underwater Councils. Utilized in both forms in this study.

CCCA or C.C.C.A.

Acronym for the Canadian Council for Co-operation in Aquatics. Utilized in both forms in this study.

CMAS or C.M.A.S.

Acronym for the Confédération Mondiale des Activités Sub-aquatiques (English translation: World Underwater Federation). Utilized in both forms in this study.

CNCA or C.N.C.A.

Acronym for the Council for National Co-operation in Aquatics. Utilized in both forms in this study.

NASDS or N.A.S.D.S.

Acronym for the National Association of Skin Diving Schools. Utilized in both forms in this study.

NAUI or N.A.U.I.

Acronym for the National Association of Underwater Instructors. Utilized in both forms in this study. Also appears as NAUI Canada or N.A.U.I. Canada when referring to the organization in Canada specifically.

NSTC or N.S.T.C.

Acronym for the National Scuba Training Council. Utilized in both forms in this study.

PADI or P.A.D.I.

Acronym for the Professional Association of Diving Instructors. Utilized in both forms in this study.

SCUBA or S.C.U.B.A.

Acronym for Self-Contained Underwater Breathing Apparatus. Utilized in both forms in this study.

SCUBA Diving

Underwater swimming activity of a duration which exceeds breath-holding capability, utilizing Self-Contained Underwater Breathing Apparatus. For the purposes of this study, the term "scuba diving" shall be understood to include both skin diving and scuba diving, unless specifically noted.

SDM or S.D.M.

Acronym for Skin Diver Magazine. Utilized in both forms in this study.

SFC or S.F.C.

Acronym for the Sports Federation of Canada. Utilized in both forms in this study.

Skin Diving

Diving activity in which the diver must return to the surface of the water on reaching the limit of his breath-holding capability, to inhale atmospher-

ic air through a snorkel tube.

YMCA or Y.M.C.A.

Acronym for the Young Men's Christian Association.

Utilized in both forms in this study.

CHAPTER II

REVIEW OF LITERATURE

The purpose of the study was to examine the present administrative structure of the sport of scuba diving in Canada, and to make recommendations on possible changes in the structure and functions of the organizations involved, based upon an accurate account of present relationships and circumstances.

In order to establish the framework for the analysis, it was necessary to review literature relevant to the topic of organizational analysis. The discussion which follows will include material concerning specific facets of organizational theory and group behaviour. Organizational structure, goals, and group cohesion will be discussed in relation to organizational effectiveness and survival. Discussion of literature on inter-organizational relationships will include communication and patterns of cooperation and conflict. Conflict resolution will be considered, with particular emphasis on the bargaining process.

General concepts from the literature surveyed in the areas outlined above will be applied to the analysis of administrative structure and processes for the sport of scuba diving which will be presented in Chapter Four, as well as to the recommendations for change put forth in Chapter Five.

The Nature of Organizations

Man is a social animal. It is inherent in his nature to form groups. A group of individuals, working toward the achievement of particular, common goals can be termed an 'organization', which Barnard (1961:17) describes as "a system of consciously coordinated activities or forces of two or more persons". Caplow (1964:26), however, feels that an organization must consist of a minimum of three members since, as he states, "that is the least number able to replace themselves without a break in group continuity". Whatever the number involved, it is generally accepted that the purpose of an organization is the attainment of some common and specific goals.

Organizational Effectiveness and Survival

Barnard (1938) cites three factors which he feels are essential to the survival of any organization: namely, goals, communication and an ability to attract and retain members. Much research has been carried out in the area of organizational goals. Yuchtman and Seashore (1971) report that the effectiveness of an organization has traditionally been measured in terms of the degree of success in goal attainment. An effective organization cannot, however, remain rigid or static in terms of its goals, but must undergo continuous self-evaluation. As Caplow (1964:278) states:

Any organization must find the means of maintaining its structure while adapting to changes in the external environment and to the unanticipated consequences of its own growth.

This opinion is shared by Blau (1955:195), who describes the process of adaptation as a "succession of goals", while Thompson and McEwen (1961:177) refer to organizational goals as "dynamic variables". Further support for the belief that such dynamism or adaptability is essential to an effective organization is provided by Sills (1961). In his analysis of four organizations, Sills describes the degree of success or failure each group experienced in adapting to the changing needs and values of society, and the consequences of this for each organization.

Mott (1972:17) defines organizational effectiveness as "the ability of an organization to mobilize its centers of power for action - production and adaptation". The centers of power Mott describes cover a continuum from a totally centralized power structure to complete decentralization. Etzioni (1961) warns of a dangerous situation which may develop in a centralized power structure, where the authority for the organization rests with a small 'power elite' group. In this type of structure, Etzioni reports, the organizational goals may undergo an adaptation to reflect the desires or interests of those individuals occupying positions of administrative power or authority. Thompson (1971:474) calls this

"bureaupathic behavior", which he describes as a pattern characterized by

...exaggerations of bureaucratic behavior by insecure persons in hierarchical authority positions. These behaviors are oriented to personal needs rather than to organizational goals. They interfere with goal accomplishment and are, therefore, pathological from the standpoint of the organization.

The findings of a possible shift in organizational goals are compatible with the opinions of Ghorpade (1971) and Thompson and McEwen (1958), who differentiate between formal and informal organizational goals. Formal goals are described as those which have been established and approved in the organization's charter or constitution and by-laws, but it is emphasized that these may not be the operative goals for the organization. Informal goals are viewed as unstated goals toward which the group may actually be working, while failing to effectively pursue its formal or stated goals. The informal goals, Ghorpade and Thompson and McEwen feel, may be difficult to ascertain, since they may exist only in the minds of those responsible for the deviation of goals.

The result of a deviation or shift of organizational goals such as described here will be, according to Etzioni (1961), that the main focus of the organization becomes the sustenance of its own existence. The organization becomes

an 'end in itself', rather than a 'means to an end' (as represented in tangible organizational goals). This concurs with the view expressed by Sills (1961), who makes a distinction between commitment to an organization and commitment to organizational goals. When the former condition exists, Sills claims, the goals may become irrelevant and the organization is of primary importance to the individual.

Mott (1972) and McGregor (1960) both emphasize that the individual goals of the group members are as important as the superordinate goals of the total organization, and that their fulfilment is essential to organizational effectiveness and integrity of the group's composition. McGregor's 'Theory Y of Integration' (1960:470-478) states that the individual goals must be integrated with those of the total group. Murphy et al (1973:28) report that McGregor's theory favours

...the creation of conditions such that the members of the organization can achieve their own goals best by directing their efforts toward the success of the operation. The principle of integration demands that both the organization's and individual's needs be recognized. It means working together for the success of the organization so that all may share in the resulting rewards of service.

Hinton and Reitz (1971:403) are in agreement with McGregor and Mott, stating "only insofar as, and for as long as, the organization as a functioning unit is instrumental to the

achievement of its members' goals can it continue to exist".

DeBoer (1970:4) cautions that the maintenance of appropriate goals is particularly important in organizations in which membership is not compulsory, which he describes as

...groups of persons formally organized around a statement of purpose, structure and process where membership is voluntary and where members participate in decision-making by voting on major policy matters.

Katz and Kahn (1971:64) state that an individual will maintain his affiliation with an organization as long as it provides him with "enough psychic satisfaction to motivate continued investment of energy". Katz (1971:415) postulates six specific categories of motivational factors which, he feels, result in affiliation with particular groups. These motivators, according to Katz, are: 1) rules or legal requirements governing membership; 2) material rewards for the total group or system; 3) rewards for the individual; 4) intrinsic satisfaction gained from performance of a role within the group; 5) internalization of the goals or values of the group; and 6) social factors, such as the desire for affiliation and group involvement.

Schachter (1971:250) provides support for the factors which Katz proposes, in stating that he believes the cohesiveness of a group to be related, in large measure, to what he terms the "valence" of the group for its members. This valence, Schachter feels, represents not only the

attraction provided by the organization's goals and activities, but also the social attractiveness of the group and its members.

Communication, as already mentioned, is seen as being essential to any effective organization. Such communication must be continuously maintained, not only among the various levels and statuses of membership within an organization, but also between an organization and its environment, including other organizations. According to Caplow (1964: 253), one problem frequently encountered when constant communication is not maintained is that messages being transmitted become altered or distorted. This distortion, Caplow states, will occur most frequently between individuals occupying different status levels within the group, or in those who do not interact with the rest of the group but choose instead to remain insulated. Hall (1972) attributes this distortion phenomenon to the 'receiver' of the communication, stating that people are selective in what they perceive a message to mean. Downs (1967) disagrees with Hall, saying that alterations to communicated messages can occur either at the 'receiver' or at the 'sender'. He feels that although the 'sender' may possess biases which will be reflected in his transmission of communications, the 'receiver' may balance this effect by developing 'counterbiases' against what he perceives the sender's biases to be (based upon his

subjective evaluation).

Hall (1972) states that an important function of communication within an organization is to transmit the goals or ideology of the group to its members. Internalization of this ideology, Hall says, is important in motivating members to retain their affiliation with the group.

Interorganizational Relationships

Wren (1969:53) discusses relationships between organizations as occurring at the "interface", which he defines as

...the contact point between relatively autonomous organizations which are nevertheless interdependent and interacting as they seek to cooperate to achieve some larger system objective.

Such a 'system' of organizations is defined by Caplow (1964: 201) as an "organizational set", which he says is constituted by "two or more organizations of the same type, each of which is continuously visible to every other".

While Wren's concept focuses on relationships centered around cooperation, Hall (1972) and Thompson and McEwen (1961) point out that interorganizational relationships run the gamut from amicable cooperation to what Thompson and McEwen term "a particularly bitter form of competition"; namely, conflict. Gross (1964:265) describes a "conflict-cooperation nexus", and states that there is a pattern

of continuous movement between these two extremes in any interorganizational relationship.

Interorganizational cooperation, Gross (1964:266) feels, is the result of some "communality of interest or purpose". Caplow (1964:326) stresses the importance of interaction, stating that "cooperation is facilitated by effective communication between parties". Kast and Rosenzweig (1974:143) feel that interorganizational conflict is a natural result of the increasing size and complexity of organizational structures. Aldrich (1971) states that such conflict arises from dissimilar structures, operating principles and priorities. Caplow (1964) is in agreement with this position, saying that conflict can arise from either internal or external sources, wherever there is some degree of actual or perceived divergence of interests. This is in direct opposition to Blau's (1964:255) view that "competition occurs only among like social units that have the same objectives and not among unlike units".

Caplow (1964:202) presents the view that within any 'set' or system of organizations, a 'prestige order' or ranking of the constituent groups develops. He adds that this prestige order is subject to distortion, depending upon the audience asked to rank the members of the 'set'. Caplow (1964:213) describes an 'aggrandizement effect', which he says is characterized by "the upward distortion of an organization's prestige by its own members". High-ranking members

of the organization are reported by Caplow to be more susceptible to this effect than are low-ranking group members.

Support for this view of differing perspectives of organizations comes from Yuchtman and Seashore (1971:150):

...one encounters various treatments of effectiveness that implicitly or explicitly refer to different frames of reference interchangeably, as if effectiveness from the point of view of the organization itself is identical with, or corresponds to, effectiveness viewed from the vantage point of some other entity, such as a member, or owner, or the community, or the total society.

These different views of organizational prestige will have a significant effect on interorganizational relationships. As Caplow (1964:248-249) points out:

...a difference of interests between groups will be accompanied by differences in ideology and perspective that interfere very seriously with mutual understanding. Because each group perceives a different scene and a different setting, the actions of the other are likely to appear irrational or malicious.

Blake and Mouton (1971a) provide support for this concept in their analysis of intergroup competition. In such situations, they report, there is a tendency for the images of the groups to become altered or distorted. Such distortions, they state, will favour the 'in-group' (the group with which the individual is affiliated), and will be unfavourable to 'out-groups' (competing parties). Caplow (1964:353) des-

cribes this tendency as "the imputation of evil motives to all acts of the out-group and of virtuous motives to all acts of the in-group".

The result of the distortion effect as described by Caplow (1964), Yuchtman and Seashore (1971) and Blake and Mouton (1971a), is reported to be that the members of an organization will perceive the current status of their group to be satisfactory, with a resultant decrease in the possibility of change or improvements within the group. Also, a climate of hostility and dissension between groups will have a negative effect on any attempts at cooperation.

Interorganizational Cooperation Through Bargaining and Negotiations

In order to reduce interorganizational tensions and to develop an atmosphere of cooperation, the process of bargaining must be initiated between the parties in any conflict situation. Bargaining, negotiations and other interaction processes are intended to reduce the degree of insulation between groups and to "reconcile divergent frames of reference and to develop a common logic that will be shared by opposing groups..." (Caplow, 1964:249).

Deutsch and Krauss (1971:314-315) present what they consider to be the essential features and major criteria for a successful outcome to such negotiations:

It is a situation in which the participants have mixed motives toward one another: on the one hand, each has interest in cooperating so that they reach an agreement: on the other hand, they have competitive interest with regard to the nature of the agreement they reach. In effect, to reach agreement the cooperative interest of the bargainers must be strong enough to overcome their competitive interests.

Gross (1964:268) emphasizes that, even when cooperation between groups is achieved, it may not have an entirely beneficial effect:

When cooperation is viewed in the negative sense of a mere absence of conflict, its extension is usually associated with an avoidance of change and the continuation of outmoded forms of action.

He also points out (1964:266) that "conflict resolution may ...be seen as a temporary shift in a continuous conflict-cooperation pattern rather than an "end to conflict" or a "final solution"". Referring again to his concept of a 'conflict-cooperation nexus', he points out that the resolution of conflict, then, may only be transitory and may, in fact, precede conflicts of an even more serious nature.

Another alternative presented in the literature is the possibility that, even when bargaining negotiations are undertaken in good faith by the groups involved, they may not be successfully concluded. Deutsch and Krauss (1971:314) point out that "even where cooperation would be mutually

advantageous, shared purposes may not develop, agreement may not be reached, interaction may be regulated antagonistically rather than normatively". There are various reasons presented to account for the failure of such negotiations.

As Blake and Mouton (1971b:377) demonstrate, the choice of the individuals participating in bargaining situations may have an effect on the eventual outcome.

Resolution of intergroup conflict is sought most commonly through negotiations carried on by representatives. The rationale is that a spokesman is a MEMBER of the group he represents, and therefore he knows the problem from an ingroup point of view.

This 'ingroup point of view', however, may cause difficulties for the bargainers. Representatives may suffer from "decisional conflict", which Janis (1971:299) describes as "opposing tendencies which interfere with the formulation, acceptance, or execution of a decision". This, Janis suggests, may seriously affect the ability of a representative to make any commitments on behalf of his organization.

Since the representatives to bargaining negotiations will most commonly be members of the 'power elite' within their respective organizations, they can be expected to suffer most from the aggrandizement effect already mentioned, in having an inflated view of the relative importance of their own organization, while deprecating the position and achievements of other groups. In these circumstances, concessions will not easily be made (to what are perceived as

inferior organizations). For this reason, the conducting of bargaining sessions by an impartial mediator is considered by Blake and Mouton (1971b) and Caplow (1964) to be a means of contributing significantly to the successful outcome of the bargaining process.

Caplow (1964:280) states that changes in an organization will be particularly difficult to achieve when those in the 'power elite' feel threatened by such changes. Thompson (1971) and Hall (1972) both agree with this concept of organizations as 'resisters of change'. This is attributed, by Thompson, to the fact that those in the power elite feel insecure in their positions and see such change as dangerous, since they are not capable of controlling it as they would like.

It can be said that the various organizations involved in the administration of scuba diving are working toward a common goal of promoting the sport and making it available as a recreational activity for Canadians. In view of the commonality of purpose, in the broad sense, the organizations therefore comprise an 'organizational set', as defined by Caplow.

On Caplow's 'conflict-cooperation nexus', however, the relationships between the organizations, particularly those at the national level, tend to lean toward the 'conflict' end of the continuum. This is borne out in state-

ments made by representatives of the agencies, which certainly characterize the "upward distortion of...prestige" and alteration of perspective with respect to out-groups discussed previously.

The aggrandizement effect discussed by Caplow must be taken into consideration in the study, since information regarding the various organizations was obtained, for the most part, from high-ranking members of the organizations' power elite, who can therefore be expected to hold an 'in-group' perspective.

Since the organizations considered in the study are voluntary in nature, the maintenance of appropriate goals and fulfilment of individual goals are particularly important. This must be done, however, while endeavoring to reduce areas of conflict between the organizations and develop an atmosphere of cooperation within the administrative bodies for the sport of scuba diving in Canada. Attempts to resolve differences among the groups have been initiated, and must continue to be encouraged, with the importance of impartial mediation kept in mind.

CHAPTER III

CURRENT ADMINISTRATIVE STRUCTURE

Introduction

The present administrative structure of the sport of scuba diving in Canada is illustrated in schematic form in Figure 1. It can be seen from the diagram that it is a complex system which involves interaction between all of the various levels.

This chapter will include a description of the historical development and organizational structure of the levels which comprise the total system.

To summarize Figure 1, the basic organization of the sport consists of the following major groups:

1. Individuals - divers and instructors
2. Local groups - dive clubs and dive shops
3. Provincial groups - provincial dive councils
and provincial sport bodies
4. National scuba diving certifying agencies
5. Affiliated organizations

Individuals - Divers and Instructors

The individuals involved in the sport of scuba diving form the broad participation base, or the 'first level' of activity. Figure 2 demonstrates the variety of

Fig. 1 Administrative Structure of Scuba Diving in Canada - as of December, 1975

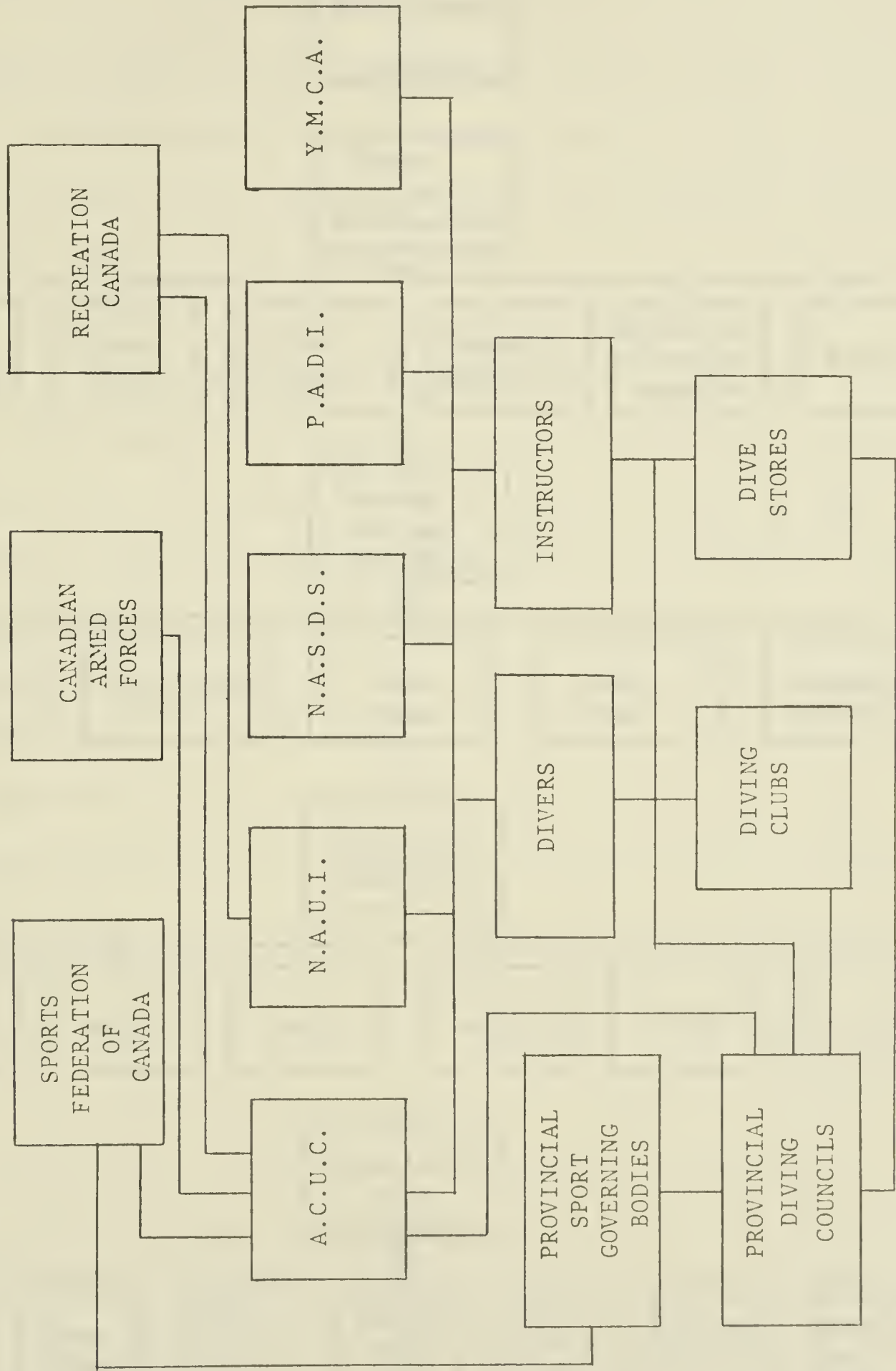
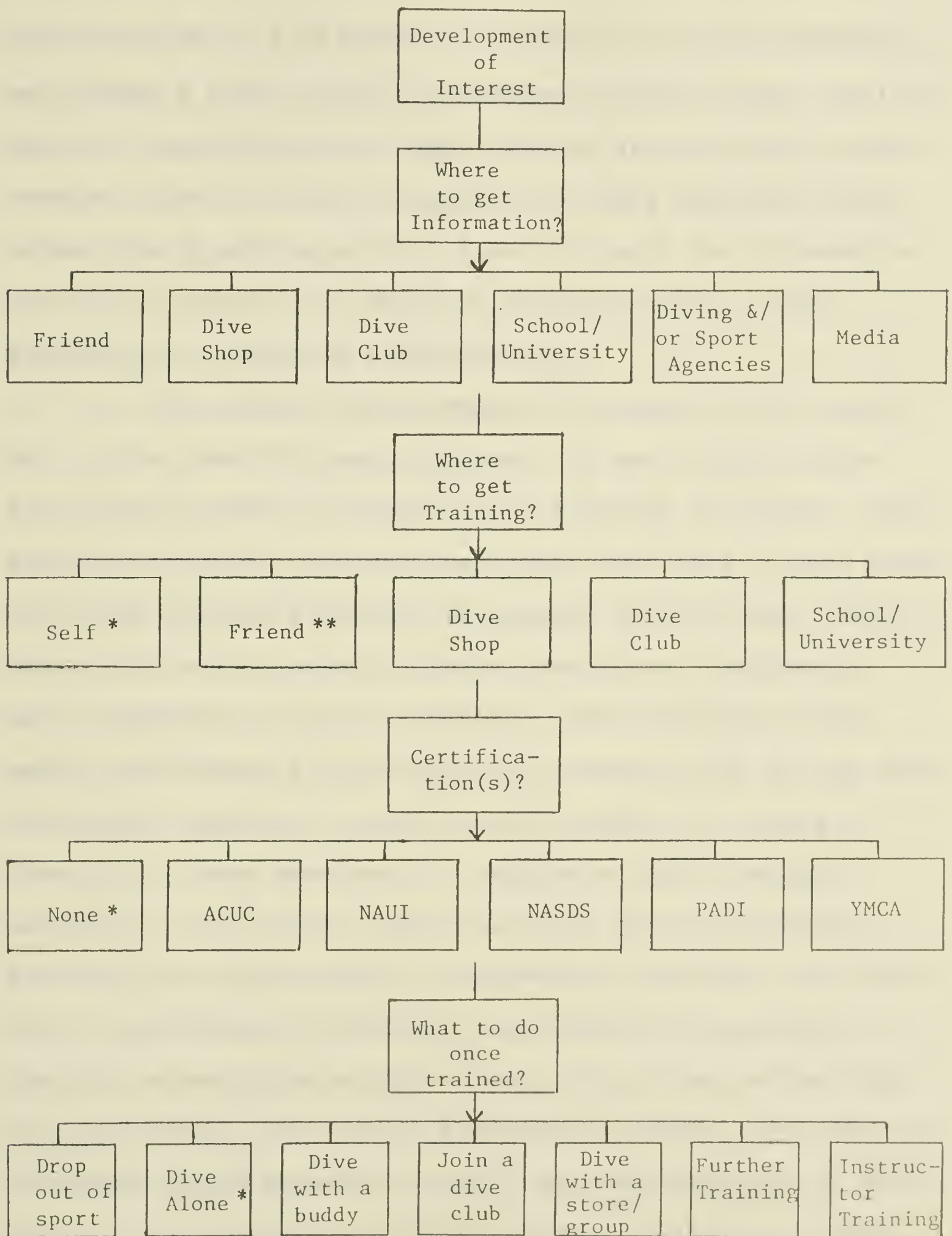


Fig. 2 First Level Participant Decision Tree



* Not recommended practices

** Only if he is a qualified scuba diving instructor

ways in which an individual may pursue an initial interest and become a scuba diver, at whatever is his chosen level or degree of participation. Many options are available to the neophyte diver, but he is required to make decisions which affect the direction he will take with only the information that he is aware of or which is made accessible to him regarding all possible alternatives.

The initial development of interest in the sport may be the result of many factors. It may be due to the involvement, past or present, of a relative or friend. This activity of such a 'significant other' may have a particularly strong influence when it is planned that the two individuals will become regular diving companions ('buddies') upon completion of diver training. The influence of the media, particularly the television documentaries on the work of Jacques Cousteau, as well as such adventure series as "Sea Hunt", have done much to popularize and stimulate interest in the sport. There has also been considerable exposure given the sport in newspapers, magazines and books, which leads people to further investigate the activity. Specific advertising by dive clubs, dive shops and certifying agencies in the form of brochures, posters, and radio or newspaper advertisements, as well as demonstrations at sport shows or exhibitions may be the primary motivating factor. Many people see divers engaged in the sport at lakes, rivers

and beach areas, and become interested in learning more about the activity. An increasing number of colleges and universities are offering scuba diving courses, some for academic credit, and these are proving to be very attractive to the university population.

Once the individual has developed a primary interest in the sport, there are many sources through which further information can be obtained. This can be easily done if the person's interest was generated by a 'significant other', or from advertising about a specific course of training. However, without a readily available point of contact within the sport, it becomes much more difficult for a person unfamiliar with scuba diving to know how to follow up on their initial interest and obtain additional information. Certifying agencies, dive clubs and the provincial diving councils are not very accessible to those not already involved in the sport, and as a result the individual will often turn to the commercial dive shop as the most visible and readily available source.

Because of the difficulty in obtaining information, individuals are often unaware of the many alternatives available in terms of training programs. As a result, many sign up for the first course they find offered. Those who are able to 'shop around' and compare courses will have the advantage of considering important factors such as course cost,

duration and location, as well as any fringe benefits such as club membership or discounts on equipment rental or purchase. In this way, the individual can choose the course which best suits his particular needs and interests.

Some persons either teach themselves to dive or are taught by a friend (who may or may not have received formal training himself). This is generally considered by the diving community to be an unwise and potentially dangerous practice and, theoretically at least, is discouraged.

The certification offered in a diving course may not be a major factor in an individual's final choice, since most people are unaware of the differences between the various groups and their programs. In many cases, no choice is given and the trainees receive whatever certification the instructor is authorized to issue. Some instructors may provide the option of receiving dual or multiple certifications, but this usually involves additional cost to the diver.

Once the individual has undergone diver training and has received his certification, there are many possible courses of action from which he can choose. The first option a diver has is to drop out of the sport. This may result from an inability to find diving partners, the expensiveness of the sport, or many other personal factors. There are many options open to those who choose to continue diving.

Some individuals choose to dive alone, and in so doing break one of the sport's 'unwritten laws'. Diving with a regular diving buddy, but not as a member of an organized club structure is another alternative, and has the advantage of independence of choice regarding dive locations and scheduling, but it may also involve additional expense for the unaffiliated diver. Some may choose to join a dive club, or to dive with a group formed by a commercial dive shop. The advantages of these choices, as well as some of their problems, will be discussed in greater depth later in this chapter. Advanced courses of a specialized nature are often offered by dive clubs or dive shops, and enable a diver to increase his knowledge about a specific aspect of the sport which interests him, such as cave diving or ice diving. The knowledge gained and the interest and enthusiasm developed by such courses may lead to a specific recreational interest for the diver. Some divers may become interested in pursuing the instructional aspect of the sport, or in being involved at the administrative level.

Instructors can similarly be involved in the sport in a variety of ways. They may choose to conduct their own diver training courses, or affiliate themselves with a dive club, dive shop, community recreation department, school or university. The training they offer is usually a source of income for the instructor, but there are some dive clubs

which utilize only volunteer instructors, and therefore are able to provide very low-cost training. Another level of involvement for instructors is to assist on instructor training courses as a lecturer, evaluator or administrator.

It can be seen from the preceding description that there are many ways in which an individual can become involved in the sport and, if he wishes, remain involved in a particular aspect suited to his interests.

Local Groups - Dive Clubs and Dive Shops

The basic unit of organization in scuba diving is the dive club, which is a group of divers who meet at the local level for training, diving and social activities. Dive clubs are independent bodies which run very individualized programs. While some clubs cater to a general diving membership, others are more specialized in nature and concentrate on a single aspect of diving, such as underwater archeology or marine biology.

The advantages of belonging to a dynamic dive club are many and varied. Most dive clubs offer a training program, often at considerably less cost than programs available commercially through dive shops. Some clubs also sponsor a continuing education program for their members in the form of seminars, lectures or advanced diving courses of a specialized nature. Through a program of organized group dives,

which most clubs conduct, transportation and dive 'buddies' can be arranged, and equipment can be rented at group rates or borrowed from other club members. Because of the numbers usually involved, clubs can make bookings for dive boat charters which would be financially infeasible for many unaffiliated divers. Clubs may also conduct social activities, both related and unrelated to diving. Many clubs concentrate much effort on the training and certification program. This is understandable, however, since this is often the major revenue-producing activity of the club, and may be used to subsidize the club's dive schedule.

Interaction among dive clubs is often generated by dive-related activities such as underwater hockey or underwater football tournaments, ice floe races, aquathons, spearfishing contests or other competitive activities. Clubs also work together on public service projects such as beach clean-ups and search and recovery operations, as well as in conducting demonstrations at exhibitions and sport shows.

Dive clubs have the option of being affiliated with their provincial dive council or underwater federation. Through this affiliation, the clubs obtain a voice in the operation of the provincial governing body, and are eligible for the benefits of membership.

Dive shops, in general, are commercial outlets

whose primary function is to deal directly with scuba divers in the sale, rental and servicing of diving equipment. Some dive shops do not interact with any other level of organization within the sport. Many, however, in addition to the equipment-related role, also offer diver certification programs, and some operate a dive club structure in conjunction with their training program. Such an arrangement may be advantageous for the diver in terms of discounts or special customer services or privileges.

The relationship and areas of activity of the dive clubs and dive shops differ greatly across the country. In western Canada, most diver training is carried out by the commercial dive shops, while the dive clubs concentrate on 'post-training' activities. In eastern Canada, however, the clubs are more active in diver training, in addition to the other activities which they conduct (Buck, 1975).

Mockridge (1976b) feels that this division of responsibility is undergoing a gradual change. The necessity of personal liability insurance for diving instructors is forcing more and more to turn to commercial dive shops for employment in order to pay their insurance premiums. This, Mockridge feels, is resulting in a trend away from the club training situation with volunteer, unpaid instructors to a situation in which more training is provided by the dive shops, which will result in a greater service range for them.

Provincial Groups - Provincial Dive Councils and Provincial Sport Bodies

Now in existence in every province in Canada, the provincial dive councils were formed initially as a result of increased interaction among dive clubs, and were established to perform a coordinating or directing function.

The first provincial dive council to be formed was the Ontario Underwater Council which officially came into existence in February, 1958 at a meeting at Camp Borden. The purposes of the OUC were to provide for coordination of clubs and their activities, to establish a standard diver training program, and to examine the feasibility of having spear-fishing legalized in the province. The last provincial council to be formed was the Newfoundland and Labrador Underwater Federation, formed in April, 1974. All of the councils have a common purpose in standardizing and promoting the sport, as well as providing services to their members.

The councils were developed as autonomous bodies which established their own programs, standards and certifications. As a result, each province maintained a separate council structure with no inter-divisional reciprocity of standards. This was one of the principal factors which led to the decision to form a national coordinating body, the Association of Underwater Councils in January, 1964. ACUC was to unify and integrate the provincial structures into a

national body. The provinces have, however, retained some degree of autonomy with regard to their training standards, which are required to conform to or exceed the established national standard.

The provincial council structure is oriented specifically toward the clubs and their members, with less emphasis placed on the individual or non-affiliated diver. Each provincial council provides or sponsors activities geared to the specific needs of their region and membership. Examples of the types of services are diver education programs such as underwater archeology or photography courses, marine biology seminars, seminars on the medical aspects of sport diving, and training programs for instructors-in-training. Recreational activities similar to those conducted by dive shops or dive clubs are also sponsored by the provincial councils, as are public service or public awareness programs. Some of the councils produce newsletters or magazines for their membership, as a part of their continuing education.

In most provinces, the dive council is a member of the provincial federation of sports-governing bodies, such as "sport Ontario" or "Sport Alberta", and as such is eligible for financial assistance in the form of grants, as well as other types of administrative assistance. This relationship also allows the dive councils to have two routes of rep-

resentation in the Sports Federation of Canada, since the provincial sport-governing body federations are members of SFC, as is the national scuba council coordinating body, ACUC.

National Scuba Diving Certifying Agencies

There are five major certifying agencies which make their certifications available to divers in Canada. These are:

1. The Professional Association of Diving Instructors (PADI)
2. The National Association of Skin Diving Schools (NASDS)
3. The Young Men's Christian Association (YMCA)
4. The Association of Canadian Underwater Councils (ACUC)
5. The National Association of Underwater Instructors Canada (NAUI Canada)

The Professional Association of Diving Instructors was formed in 1966 and consists of diving instructors from all of the other major certifying agencies. Certified instructors from any recognized certifying agency can obtain PADI credentials by means of a mail-in application form. In addition to this, PADI offers its own training program and has a full range of support materials for divers and instruc-

tors. This organization is most active in the western United States, and appears to be active in Canada on a limited basis.

The National Association of Skin Diving Schools was formed in 1964 and, like PADI, it is not considered to be one of the most commonly issued certifications in Canada, but is very active in the United States. Most of the training conducted by NASDS is carried out through dive shops, and until 1975 NASDS had a tie-in with a major manufacturer of diving equipment, which was sold exclusively through NASDS outlets. NASDS, like PADI, has a complete range of diver education programs and support materials, as well as some innovative programs. One of these is the travel program, with NASDS operating several large cruise/dive boats for the use of its diver members. NASDS retail outlets place heavy emphasis on diver safety through programs of equipment inspection.

The Young Men's Christian Association is unique among the certifying agencies in that it has another role - that of a 'user group' for the certifications of the other organizations. This means that while the YMCA offers its own certification program, it also uses or allows the use of the programs of other certifying agencies within established guidelines. On this basis, skin and scuba diving has been a program offering of many YMCA's throughout North America

since 1959.

In 1972, the YMCA introduced its "National Aquatics Program", the philosophical base of which was one nationally offered standard for each aquatic activity. As a result of this policy, in 1972 the YMCA announced the adoption of the standards of NAUI for the scuba diving portion of the National Aquatics Program. The new program was implemented and 'cross-over' courses were conducted to acquaint NAUI instructors with YMCA programs and policies and to certify them as YMCA instructors. It is important to note that only the standards of NAUI were adopted, not its awards. The awards of other certifying agencies were retained for use by their own qualified instructor personnel, but all courses taught in YMCA facilities had to meet the established NAUI standards.

This was followed by the adoption, in 1975, of the standards of ACUC. Representatives of both ACUC and NAUI began collaborating on the development of a mutually acceptable diver training syllabus to be used by their instructors when teaching in YMCA's.

As the provincial council structures began to develop, a small group of Canadian scuba instructors recognized that there was a need for a national representative body for scuba divers, to integrate programs on a national basis and provide for cooperation and exchange of ideas throughout Canada, as well as to provide for representation

at the federal level. Delegates from Alberta, Manitoba, Ontario and the Maritime provinces met in Winnipeg on January 24, 1964 and as a result of the efforts of this nucleus group, the ACUC was officially formed on January 25, 1964.

The original aim of the ACUC was to develop the provincial council organizations and their services. By 1967, there were eight councils comprising ACUC. These were: the Vancouver Island Council of Divers (representing only Vancouver Island), Pacific Underwater Council (representing mainland B.C.), Alberta Scuba Divers Council, Saskatchewan Underwater Council, Manitoba Underwater Council, Ontario Underwater Council, Quebec Underwater Council, and Maritime Diving Council.

The two councils in British Columbia eventually merged, and the Maritimes developed separate structures. The last provincial dive council to be formed was the Newfoundland and Labrador Underwater Federation in April, 1974. The current membership of the ACUC consists of: the Association of British Columbia Diving Clubs, Alberta Scuba Divers Council, Saskatchewan Underwater Council, Manitoba Underwater Council, Ontario Underwater Council, Federation des Clubs de Plongee du Quebec, New Brunswick Underwater Council, Nova Scotia Underwater Council, Prince Edward Island Underwater Council, and Newfoundland and Labrador Underwater Federation.

The Yukon and North-West Territories are currently Associate Members of ACUC.

The organization was federally incorporated in the fall of 1970, and its Objects, as established in the By-Laws of the organization, are:

- (a) To be a representative body for Canadian divers, acting as a sounding board, disseminating information and coordinating effort at the national level.
- (b) The corporation is dedicated to service, safety and sport and exists to further the efforts of its member councils to standardize training programmes to a recognized level of quality, to disseminate recognized safety standards and to provide an information bureau at the national level.
- (c) The corporation is to be carried on without pecuniary gain to its members and any profits or other accretions to the corporation are to be used in promoting its objects.
- (d) The above enumerated objects shall be in furtherance and not in limitation of the general power conferred by the laws of Canada and by the principals of common law upon corporations under the provision of law authorizing the formation of this corporation (ACUC, 1970)

The Association is governed by a Board of Directors consisting of four members, who are elected by the provincial delegates (one representative from each council) at the annual general meeting. The officers of ACUC are President, Vice-President, Secretary and Treasurer, each of whom serves

for a two-year, renewable term.

Sub-committee structures include: a Technical Committee, Scientific Committee, Medical Advisory Committee, Accident/Incident Research Committee and Legal Advisory Committee. Each of these structures functions to co-ordinate the activities of the provincial councils in these areas, as well as to establish and maintain liaison with other agencies concerned with these specific aspects.

The Association holds two major meetings annually: the Annual General Meeting and a meeting of the Provincial Training Directors. Both of these meetings are funded by grants received from Recreation Canada.

ACUC provides minimum training standards for the various levels of diver training, as well as for the certification of instructors on a national basis. Other services of the Association include a program of insurance coverage for divers, instructors, and the provincial councils offered through the Sports Federation of Canada. Support materials and insignia for the programs offered by ACUC are also available, in keeping with the general objective of standardizing the provision of service across the country.

The administration of ACUC is carried out for the most part from Ottawa, where the Association is a resident member of the National Sport Administration Centre, with a full-time Executive Director. A large part of the responsi-

bility for program development, however, rests with volunteer members of the Association.

ACUC maintains close liaison with other agencies involved in the general field of sport and recreation in Canada. The Association has been a member of the Sports Federation of Canada since the founding of ACUC in 1964. In this regard, ACUC is accepted by the SFC as being the sport-governing body in Canada to represent all scuba divers at the federal level. In October, 1974 ACUC signed an affiliation agreement with the Canadian Armed Forces. By virtue of this agreement, the Director of Physical Education, Recreation and Amenities of the Armed Forces became an Associate Member of ACUC, able to attend the Annual General Meeting and Training Directors' Conference as a non-voting delegate. In return for this, the Armed Forces agreed to pay a yearly affiliation fee of fifty dollars to ACUC, and also agreed that all Canadian Armed Forces diving clubs would be required to affiliate with their provincial diving council. ACUC is currently working on the development of a similar agreement with the Royal Canadian Mounted Police. ACUC was instrumental in the formation of the Canadian Council for Co-operation in Aquatics in 1968, and continues as an active member of this group. ACUC is also a member of a Canadian Standards Association sub-committee on standards for sport diving. While ACUC standards have not yet been accepted in

the equivalency rating system of the Confédération Mondiale des Activités Subaquatiques, ACUC is represented on several sub-committee structures of this international underwater federation.

The National Association of Underwater Instructors had its beginning in the late 1950's when an individual named Neal Hess asked individuals teaching scuba diving to submit their course outlines to him for discussion in his column, "The Instructor's Corner", in Skin Diver Magazine. Hess evaluated the programs sent to him, and enrolled the instructors whose programs he deemed acceptable on a list of instructors, which was later formalized as the 'National Diving Patrol'. The name of the group was subsequently changed to the National Association of Underwater Instructors in 1959. NAUI was incorporated in the State of California and conducted its first instructor certification program in Houston, Texas in 1960 in conjunction with the second annual meeting of the Underwater Society of America. NAUI came to Canada in 1961, when the first instructor certification course in Canada was conducted in Toronto, under the sponsorship of the Ontario Underwater Council.

From that time until 1971, NAUI was operated in Canada as a branch structure of the international NAUI body, along with a branch which developed in Japan and others located throughout the United States, based on the geographical

distribution of NAUI instructors. During that period, all registrations of students, supply orders, and other instructor transactions were handled through the headquarters office of NAUI International in California, while the NAUI Canada branch organized local instructor courses and handled other administrative matters through the services of a part-time Branch Manager.

In September, 1969 development started on the organization of NAUI in Canada as an independent administrative structure. The reasons for this move were varied. Problems encountered in providing materials from NAUI headquarters, with the inevitable delays, high shipping costs, and problems related to customs clearance of goods were all contributing factors in this decision. It was also felt that the California centre was too far removed from the Canadian scene to be sensitive to its specific needs. Another factor was the need for the organization to be incorporated in Canada in order to establish liaison with various government levels. The preparation begun in 1969 culminated in the formation of a corporation named the National Association of Underwater Instructors Canada in December, 1971.

After the incorporation of NAUI Canada as a separate entity, the Canadian branch structure began to assume more direct administrative control, with less need to obtain

materials and process registrations through the California office. This gradual shift of responsibility finally resulted in the achievement of financial independence for the NAUI Canada operation in May, 1975.

The objects of NAUI Canada, as defined in its Letters Patent, are:

1. To establish and maintain standards for the certification of underwater instructors.
2. To establish a code of conduct for instructors certified by the Association.
3. To establish standards for the training of students in skin and scuba diving.
4. To prepare and distribute course outlines and other materials and publications relating to underwater diving.
5. To cooperate with all organizations in programmes relating to the safety and welfare of persons engaged in underwater activities, without limiting the generality of the foregoing, especially with National Association of Underwater Instructors, a corporation incorporated under the laws of the State of California, one of the United States of America (hereinafter referred to as NAUI International).

Such objects are to be carried out in more than one Province of Canada (NAUI, 1971)

The membership of NAUI Canada consists of scuba instructors who have undergone training and certification programs offered by the organization. NAUI Canada is under the direction of an eight-member Board of Directors, elected

by the general membership on a regional representation basis, and serving overlapping two-year terms, to provide for continuity of leadership. Organization on a provincial or regional level does not exist in a formal sense, but instructors do meet on an informal basis at seminars and workshops to discuss items of common concern.

Each region of Canada, as represented on the Board of Directors, has an Ethics Committee which acts to fulfil the second stated object of the organization; namely, to establish a code of conduct to be adhered to by its instructors. In conjunction with the operation of this committee, NAUI has a program of distributing a questionnaire to every student trained and certified by a NAUI instructor. These questionnaires relate to the extent and quality of the instruction received by the student, and negative feedback may result in action by the Ethics Committee against the instructor.

The program offerings of NAUI Canada are the same as those of NAUI International, and include a full range of programs and services at the instructor and diver levels. Administrative details of registrations, courses and materials are handled by the NAUI Canada General Manager and his secretary, who both work for the organization on a part-time basis.

NAUI Canada continues to maintain close liaison with the NAUI International organization. The General Mana-

ger of NAUI Canada has retained his position of Branch Manager within the international operation, and as such receives all mailings and associated services from the California office, as well as attending an annual meeting of the Branch Managers of NAUI International. The President of NAUI Canada is a member of the NAUI International Board of Directors, and the Past-President of NAUI Canada is a member of the NAUI International Advisory Board. There is a reciprocal agreement in effect, whereby the President of NAUI International is a member of the NAUI Canada Board of Directors, and the President of the NAUI International Advisory Board is a member of the NAUI Canada Advisory Board. Other members of the NAUI Canada Advisory Board include representatives of the Canadian Red Cross Society Water Safety Service, the Royal Life Saving Society Canada, the British Sub-Aqua Club, the National Council of YMCA's, and several medical representatives. This Advisory Board is not a policy-setting body, but makes recommendations for action by the Board of Directors and undertakes special projects.

Affiliated Organizations

It has previously been mentioned that the certifying agencies, particularly ACUC and NAUI Canada, maintain working relationships with several associations at the national level. The following is a brief discussion of the struc-

ture of these affiliated organizations, and the manner in which they relate to the scuba diving agencies.

As already mentioned, ACUC was instrumental in the formation of the CCCA in 1968, and is currently a member of this organization, as is NAUI Canada. Similarly, both groups maintain an affiliation with CMAS, either through equivalency of its standards (in the case of NAUI), or by representation on committees (in the case of ACUC).

The Sports Federation of Canada is a private agency, partially funded by the federal government, which represents all major sports governing bodies in Canada. As well as providing liaison with government for its members, the SFC provides financial assistance and administrative services to sports-governing bodies through the facilities of the National Sport Administration Centre, located in Ottawa.

The majority of the membership of the SFC is comprised of sports-governing bodies, which are defined in the SFC By-Laws (SFC, 1974a) as "the governing body of each amateur sport of an athletic nature nationally organized in Canada and approved by the Federation". The ACUC was accepted for membership in the SFC in 1964, since it met the membership criterion of being established on an organized basis in at least five provinces (Lawson, 1975). The ACUC is the only scuba diving agency in Canada which is represented

within the SFC.

Recreation Canada, a branch of the Fitness and Amateur Sport Directorate of Health and Welfare Canada relates to the scuba diving certifying agencies primarily in the area of financial assistance to ACUC and NAUI Canada. ACUC receives considerable financial support for its annual meetings, as well as for travel costs of representatives to various meetings and workshops, and development of new programs. NAUI Canada became eligible for financial assistance only during the last fiscal year, and received funding for its annual general meeting in October, 1975.

Another role played by Recreation Canada has been in chairing a meeting between representatives of ACUC and NAUI Canada in November, 1974 to discuss areas of concern and possible conflict between the two organizations. Recreation Canada now has a Sport Consultant whose job it is to relate to the scuba diving agencies in Canada, as well as other sport groups.

As mentioned previously, the Canadian Armed Forces maintain a working relationship with ACUC, employing ACUC personnel to conduct instructor training for their personnel.

The preceding discussion was intended merely to describe the current administrative structure as outlined in Figure 1. The following chapter will consist of a discussion of some of the apparent problems within this structure, as

perceived by individuals involved during the historical development of the sport in Canada during the last quarter-century, as well as those currently involved at the administrative level.

CHAPTER IV

DISCUSSION

Introduction

The previous chapter was intended to demonstrate the complexity of the administration of the sport of scuba diving in Canada, both at the direct service level and the indirect level of the associated agencies. Since all of the component groups of the total system, in the broad sense, have a common function of involvement and promotion of the sport, they comprise an organizational set, with varying degrees of interaction, both positive and negative. Responses from individuals surveyed in the collection of data for the study indicate that there are aspects of the interrelationships among the various groups which require improvement. This chapter is a discussion of some of the weaknesses, areas of duplication, and areas not receiving consideration at the present time. This discussion will then set the stage for the recommendations presented for consideration in the next chapter.

The analysis which follows is presented in the same format as the description of the various groups or levels of organization, in the interest of continuity with the preceding and following chapter. Some of the problems are specific

to a group, while others are more general and pervade several levels of organization, because of the inter-related nature or commonality of function of some of the groups.

Individuals - Divers and Instructors

As illustrated in Figure 2, the process by which an individual follows up on initial exposure to or interest in the sport of scuba diving, is manifested in many different forms. The first problem encountered by the individual is a general lack of information to assist him in making the appropriate choices or decisions regarding his possible continuation with the activity. Public relations by the dive clubs, certifying agencies and provincial councils is not nearly as extensive as that practised by commercial dive shops which, of course, depend on a constant inflow of new customers and/or trainees for their existence. Contact with dive shops is readily available through the "Yellow Pages", radio and newspaper advertisements, as well as displays and the stores themselves. It is to be expected that the dive shops which run training programs will try and attract individuals for their own courses, as a potential source of income. This presents a potential problem, however, in that the course of training offered by any particular dive shop, as with those offered by other groups, may emphasize specific aspects of the sport unsuited to the individual. The oppor-

tunity to weigh all options and choose the most suitable course should be available to all potential divers. This, however, would require a greater effort on the part of the dive clubs, certifying agencies and provincial dive councils to advertise their presence. The councils particularly, which do not offer training directly, should act as a referral centre, providing counselling for individuals seeking impartial advice. Another source of such information could be the provincial sport-governing body federations, such as Sport Ontario and Sport Alberta. One source of reference which could be easily utilized is the telephone directory. In a random survey of major Canadian metropolitan areas, the only group advertised under either "SCUBA" or "DIVING" are the commercial dive shops. In Ontario, the provincial dive council is listed in the Toronto directory as a member of Sport Ontario, but to use that source of information, an individual would have to be aware of the fact that there is a provincial council, and also that it is a member of the provincial sport-governing body.

Another problem, potentially at least, for the individual involved in the sport of scuba diving is the rate of attrition or 'drop-out' from the sport. For many years it has been widely believed that the sport experiences an extremely high attrition rate following training. There have never been any studies undertaken, however, to support or refute this contention. It may be that there is no truth to

this widely-held belief. As Davis (1975) states, "Perhaps we are overly concerned about drop-outs. Perhaps the equipment people and SDM are the instigators of the "drop out" syndrome because of business potential". The major certifying agencies have, in the past several years, spent considerable time and funds in developing and promoting various levels of post-certification training in an attempt to maintain the interest of divers and combat the drop-out phenomenon. This is certainly an area in which statistical studies could be carried out to obtain data concerning diver activity patterns. This could have a bearing on future program developments by the certifying agencies, as well as the dive clubs and councils.

Individuals who become interested in the instructional aspect of the sport may encounter a problem with respect to the 'apprenticeship' requirement of the major certifying agencies. Instructor candidates are, for most groups, required to spend a certain length of time prior to their instructor course assisting a certified instructor, in order to gain experience. More instructors should recognize the need for such in-service training, and encourage individuals with an interest and potential to work as instructor assistants in order to gain the necessary experience.

Representation may be a problem encountered by the individual or unaffiliated diver. The provincial dive coun-

cil structures consist of members of dive clubs which choose to belong to the council. Individual memberships are available in the councils, but such members are a very small minority in the total membership, and as a result council activities may be geared primarily to clubs and their members.

Local Groups - Dive Clubs and Dive Shops

Many dive clubs tend to concentrate a great deal of their emphasis on their diver training program, and draw their membership from their own graduates. The result of a 'training oriented' club, however, can be that the club has little to offer a diver once he has received his training and has gained some diving experience. One commonly heard complaint from experienced divers, which one club president referred to as "the plight of the vet" is that club dives are often geared to the new divers, as a 'check-out' procedure, and consequently offer little variety or challenge to the more experienced club members. While training can be a legitimate part of a club's function, it should be only a part of the total program. Clubs should be providing more activities of a recreational nature in order to maintain their membership after training. Continuing education programs which expose divers to potential areas of interest should be stressed by clubs, either on their own or in co-operation with other groups. More consideration should be

given to programs which develop and maintain a minimum level of personal fitness for scuba divers. Such programs could be incorporated into recreational activities such as underwater football or underwater hockey, and organized on an inter-club or council-wide basis.

Dive shops also have a legitimate function to play in the area of diver training programs. There should be more emphasis placed, however, on counselling divers on the selection, proper care and maintenance of diving equipment. There is also a need for increased emphasis on diving safety, and the dive shops could play a role here by working on a co-operative basis with other groups to obtain pertinent information of a statistical nature. Dive shop personnel could also give lectures or seminars to diver groups on equipment or other related topics.

Provincial Groups - Provincial Dive Councils and Provincial Sport Bodies

The role of the provincial dive council is that of coordinating the activities of the organized club and, in some instances, shop structures within their respective provinces. Some of the councils are very dynamic and innovative in terms of the programs they offer. Information regarding some of these programs should be shared on a national basis, and activities coordinated. As mentioned pre-

viously, because of the structure and membership criteria of the councils, the major emphasis of their services and program offerings is at the organized club level. More emphasis should be placed on provision of services to the total diving community within the province, not only those who choose to belong to a diving club.

The councils should also act as information collection and dissemination centres, and as resources to the diving community. In order to do this effectively, more emphasis should be placed on public education and awareness programs.

The provincial sport-governing body federations play a role in the provision of funding and administrative assistance to the provincial diving councils. The diving councils should pursue the services available through this avenue. Those councils which do not have full-time administrative personnel at the present time should make available public information materials which can be disseminated through the provincial sport federations in order to generate interest in and an understanding of the sport.

National Scuba Diving Certifying Agencies

As mentioned in the previous chapter, there are five certifying agencies active in Canada to some degree. By far the most active, certifying over 15,000 divers collec-

tively each year, are ACUC and NAUI Canada. Because these two agencies have been successful in developing their programs, and because there is a considerable degree of duplication in the areas which the two organizations serve, considerable friction has developed between the two groups.

Both of these agencies provide diver training at several levels, instructor training, and all the materials required to support these programs. Both agencies have made attempts to come together to resolve their apparent differences, notably at the November, 1974 meeting convened and chaired by a Recreation Canada representative. While the meeting did provide a forum for open discussion, it did not result in the resolution of differences.

No decision was made at the meeting but...both organizations recognized that their philosophies differed. NAUI basically was concerned with the instructor whereas ACUC was concerned with divers...An important point that was emphasized and agreed upon by both organizations was that identity and responsibility for decision making must remain inviolate. (ACUC, 1975)

Most of the difficulties encountered between the two groups relate to the provision of similar services. Each group feels that the other is infringing on its area of responsibility to some degree. It is interesting to note that many of the same individuals were involved in the development of both ACUC and NAUI Canada. It would be logical, therefore,

to assume that these people felt that the two organizations could co-exist and function on a cooperative, complementary basis. This is borne out by an examination of the objects of the two groups, which clearly split the areas of responsibility of the two organizations to provide a full range of services to the Canadian scuba diving community. In reaction to this assumption, C.B. Davis, first President of both ACUC and NAUI Canada stated:

My original plan in the early days of ACUC was to build provincial council organization to ensure ongoing diver representation and planning for divers and leave the instructing, standards and instructor certification to NAUI who were the existing experts in the field. (Davis, 1975)

Over the past ten years, both organizations have undergone expansion, and their areas of responsibility and range of services have overlapped to the point where, at the present time, there appears to be almost complete duplication in the areas of training and certification, while aspects such as safety, fitness, and recreation appear to be largely ignored.

The Recreation Canada meeting was a positive initial attempt at bringing the two organizations together for the purposes of open dialogue. Channels of communication should be maintained, perhaps by representation at the national level on a reciprocal basis.

Programs, materials and other items which involve financial outlay should be examined for possible areas of

cooperation or joint sponsorship, in the hope of reducing expenditures by both groups.

The ideal situation to prevent duplication of services, save money, and provide better service to the diving community would be for the two agencies to split the areas of responsibility assigned to each. One possible re-distribution would be for ACUC to assume responsibility for the "service" and "sport" elements, while NAUI Canada would be responsible for "safety" and "education". In this way, NAUI Canada would provide the training standards and qualified instruction, while ACUC would then take over and provide post-certification services. It is felt that such a proposal, if implemented, would reduce the tension which currently exists, assist the two groups in fulfilling their stated aims, and provide better service to the scuba divers of Canada.

One problem encountered specifically by NAUI Canada is the still-prevalent belief that it is an American organization. This stems from the historical development of the organization. The problems which this opinion have caused were evident in the reaction to the decision taken by the YMCA to adopt the standards of NAUI for use in the National Aquatics Program. The need for adoption of the standards of a single certifying agency was described by McCuaig of the YMCA, in describing the expected results of such a move:

1. eliminate confusion
2. avoid duplication of effort
3. reduce 'ours is as good as yours' discussion and debate between card holders
4. avoid repetition of material and certification courses for volunteers simply because of agency identity.

(McCuaig, 1975)

McCuaig also defended the decision to adopt the standards of NAUI in preference to those of other groups, and addressed himself to the criticism of NAUI as an American organization:

NAUI (Can.), at the time we took our decision, was the only agency with North America wide 'instructor' standards explicitly set out (1972)...NAUI is North America wide with letters patent in Canada. Those who call it 'American' are lacking in detailed knowledge about the organizations - both ACUC and NAUI (Can.). (McCuaig, 1975)

This is clearly an area in which NAUI Canada should do a better job of public awareness about the present nature of the organization to dispel such erroneous beliefs.

Affiliated Organizations

The only affiliated organization which has experienced problems in its relationship with the organizations involved in the administration of scuba diving in Canada is the Sports Federation of Canada. As described previously, the SFC maintains a relationship with the ACUC, which is a member of the organization. The problem which arose in this instance occurred when another scuba certifying agency applied for

SFC membership. This agency was NAUI Canada, which approached the SFC with a request for representation in January, 1974 as a result of its incorporation in Canada. This initial request was followed in February, 1974 by a formal membership application submitted to the Chairman of the SFC Membership Committee. At the 1974 Annual Meeting of the SFC on March 15, 1974 in Ottawa, the SFC Membership Committee presented to the full membership a list of thirteen agencies which had applied for admittance to the SFC. This list included NAUI Canada, which was proposed for associate membership.

K.R. Cutts, the ACUC delegate to the meeting, made a motion that the membership committee report be accepted with the exception of NAUI Canada, and that this matter be held in abeyance pending further discussion. Subsequently, representatives of both ACUC and NAUI Canada were requested to meet with SFC officials to attempt to resolve the matter, and to bring a report back to the full membership later in the annual meeting. This special meeting was held the following day, and resulted in a resolution to the effect that the criteria for membership in the SFC should be examined for report to the 1974 annual meeting, and that the SFC assist in any way possible the resolution of differences between ACUC and NAUI Canada.

The opposition of the ACUC representative to the NAUI Canada application was reported in the minutes of the

meeting to be due to "current membership requirements" of the SFC. The ACUC delegate stated that if appropriate revisions were made to the membership criteria, he would not oppose the NAUI Canada application (SFC, 1974b).

The whole matter appears to have centred around the issue of two so-called "governing bodies" within the sport, but this would have been a reality only if NAUI Canada had been proposed for the same class of membership as ACUC holds, that of full membership. NAUI Canada was actually proposed for associate membership, the requirements for which are stated in the SFC By-Laws as follows:

The associate membership shall consist of such other individuals, corporations, and groups or associations and persons which exhibit an interest in the purpose and objects of the Federation and are approved by the Federation as active in or having jurisdiction over the organization, control or participation in sport and apply for and are admitted to membership by the Board of Directors. (SFC, 1974a)

It would appear from this that the issue of NAUI Canada's application should not have gone to the full membership, but should instead have been acted upon by the Board of Directors.

In December, 1974, the SFC Executive Director advised NAUI Canada that its application for membership had been rejected by the Membership Committee. The position taken by the SFC Executive Director has been that NAUI Canada and other instructor groups should form an instructors'

council and affiliate with the ACUC, as its instructor training arm (Lawson, 1975).

This suggestion is not new, however, but was first presented for consideration in 1969. The matter came to a vote at a meeting of the ACUC Board of Directors at that time and was defeated, with the ACUC President casting the deciding vote against the proposal (Davis, 1975; Kozak, 1975).

The fact that ACUC continues to be the only group represented at the SFC has caused considerable friction in these other groups, who do not support the contention of ACUC that it is representative of all Canadian divers regardless of their certification. The whole matter of representation within the SFC should be reconsidered, and a solution reached in deliberation with all parties concerned in order to resolve the current conflict situation.

The preceding examples can be considered problems of 'commission', where establishment of standards and provision of services overlap or are duplicated among the agencies. Such problems are visible, and therefore easily demonstrated. More difficult to describe, however, are the problems of 'omission', in which the agencies de-emphasize or provide no service component in some aspects of the sport. Since these omissions are intangible at present, they are not easily quantifiable. Each organization at every level of structure within the sport should undergo continuous re-evaluation of its goals and the activities which it supports in pursuit or

fulfilment of these goals.

Interaction between organizational levels and groups is vital, and perhaps should be carried out through the medium of some impartial or uninvolved body, in order to reduce the effects of the in-group perspective and tendency to aggrandize the in-group by its members, particularly those in authority positions.

Improved service to the total scuba diving community could be provided through an on-going program of communication and integration of services. Resolution of current difficulties would allow the various levels of organization within the sport to direct their energies toward the development of new programs, the initiation of research, and cooperative efforts to assist in the future development of the sport in Canada.

CHAPTER V

SUMMARY, CONCLUSIONS AND RECOMMENDATIONS

Scuba diving has undergone a period of rapid expansion and increasing popularity during its quarter-century of existence in Canada. As Canadians turn to the large areas of water within and surrounding the country with the increase in leisure time available to them, it is expected that the sport will become even more popular and widely practised throughout Canada.

Paralleling the sport's growth has been a corresponding increase in the levels of organization and the interactions which they experience. The popularity of the sport has seen the initiation of many new types of specialized programs and materials for divers. This expansion has, in some instances, led to overlap of function and resultant friction.

Attempts have been made to resolve differences among groups, particularly within the national certifying agencies. One indication of this is the interest which Recreation Canada has taken in the sport, and the willingness of this agency to act as a mediator to bring groups together for discussions aimed at improved cooperation and, ultimately, better overall service functions.

The diversity of standards has also been recognized,

and the YMCA has taken a positive step toward reducing the confusion generated by the multiplicity of programs, by initiating its program of adopting standards of other recognized specialist groups or aquatic agencies. As well as the reduction of award schemes, this has a further positive benefit, as it has stimulated dialogue between ACUC and NAUI Canada in efforts to develop common diver training standards.

The sport is growing, and its administration is undergoing a gradual shift away from day-to-day management by volunteers to full-time professional staff. It is hoped that this environment will enable closer communication and better working relationships among the various organizational structures.

The recommendations which follow are by no means the only recommendations which could be made at the present time, but it is felt that they represent some of the areas which require examination. All groups should be engaged in a process of continual evaluation and these recommendations could be considered in light of this process.

These recommendations are proposed for consideration by all levels of organization presently providing some aspect of service in the sport. It is felt that these proposals, if adopted, would accomplish the following broad objectives:

1. Provide a complete range of services

to the divers of Canada in an integrated manner.

2. Provide an opportunity for representation of all groups at the federal level and increased communication and cooperation patterns.
3. Create a positive public image for the sport through a program of public awareness, public service, and diver education.
4. Provide standardized training and certification programs.

It is important to point out that these recommendations are merely suggestions, intended to act as catalysts to stimulate consideration of the concepts involved by the various groups, in conjunction with an on-going self-evaluation process.

Recommendation #1

THAT A NATIONAL SCUBA ADVISORY COUNCIL BE FORMED WITH APPROPRIATE REPRESENTATION FROM ALL CONCERNED AND INVOLVED AGENCIES IN CANADA.

The intent of this recommendation is the establishment of a body to perform a coordinating technical and advisory function involving all bodies concerned with the sport, either by direct delivery of service, or by indirect association as an aquatics or sport-related agency.

Ideally, the membership of this body would include representatives from all certifying agencies, provincial council structures, commercial dive shop operators, equipment manufacturers, and other groups such as Recreation Canada, Canadian Government Specifications Board, and Canadian Council for Co-operation in Aquatics.

Development of such a cooperative structure would allow all member bodies to retain their identity, while at the same time working on mutual concerns and interests. It would be a forum for projects to be undertaken in an impartial manner, free of undue influence from any one organization. Projects could be conducted on a truly national scale with an opportunity for all groups to become involved and provide input, with the advisory board acting as the point of coordination and as the agent for dissemination of the results.

This body could work on the development of nationally acceptable minimum training standards, specifications for equipment design or modifications, a code of ethics for the sport, and establish and maintain close liaison with government departments.

In 1975, the organizations in the United States got together and formed two groups to provide much the same services as described above. The first group formed was the National Scuba Training Council, which was comprised of the

four major certifying agencies in the United States. The impetus behind the formation of this group was the introduction of regulatory legislation in Los Angeles County, California which set out specific standards for the training and re-training of divers and instructors, equipment requirements, and standards for dive boat operators. The diving community reacted very negatively to this legislation, which had not been developed in full consultation with the diver certifying agencies. As a result, these four groups met for the first time to develop mutually agreeable minimum standards for the purpose of self-regulation. Also formed in the United States at the same time as the NSTC was another group, the National Scuba Advisory Council, which was a joint effort of NSTC, the Underwater Society of America and the Diving Equipment Manufacturers Association. This group was intended to compile statistical information to support the belief of the various diver representative bodies that scuba diving is a safe recreational activity.

Because of the present complexity of the administrative structure of the sport in Canada, it is felt that the formation of a single body which could incorporate both these aspects would be more advantageous. This would allow for coordination of effort at all levels within one structure, rather than adding two new structures to the crowded scene. The certifying agencies could possibly meet in sub-committee

to examine issues pertaining directly to training and certification, while the whole group would meet to consider items of wider importance or relevance.

Recommendation #2

THAT RECREATION CANADA SUSPEND PROGRAM FUNDING TO THE DIVING AGENCIES UNTIL THE FORMATION OF SUCH A NATIONAL REPRESENTATIVE BODY, AND THAT FUTURE REQUESTS FOR FINANCIAL ASSISTANCE BE CHanneLED THROUGH THIS BODY.

At the present time, Recreation Canada provides financial assistance to both ACUC and NAUI Canada for their annual general meetings and board of directors meetings. In addition, ACUC has received funding support for the development of new program areas, as well as for the program support materials required. If all requests for funding were processed through a central body such as the proposed National Scuba Advisory Council, one result might be a greater degree of coordination of effort with financial savings to all individual groups, as well as to the federal government.

Recommendation #3

THAT THE PROPOSED NATIONAL SCUBA ADVISORY COUNCIL BE THE REPRESENTATIVE 'SPORT-GOVERNING' BODY WITHIN THE SPORTS FEDERATION OF CANADA AND WITHIN THE NATIONAL SPORT ADMINISTRATION CENTRE.

It is felt that the National Advisory Council, as

proposed, would be more truly representative of all the various sectors of involvement in the sport, and therefore able to be more representative of the total national picture. The current situation, whereby ACUC represents all other diving-related groups in these two structures, is not acceptable to the other certifying agencies or involved groups, since they do not concur with the position taken by ACUC that it is the representative body of all Canadian divers. Representation by the council to which all groups belong might be more acceptable to the groups which are currently not represented at the federal level. The individual chosen to be the representative of the National Scuba Advisory Council at the federal level would have to be carefully chosen in order to ensure impartiality on his part, and that he would represent the views of all the members of the council.

Recommendation #4

THAT THE NATIONAL CERTIFYING AGENCIES MEET UNDER THE DIRECTION AND CHAIRMANSHIP OF THE NATIONAL SCUBA ADVISORY COUNCIL TO DEVELOP NATIONAL MINIMUM STANDARDS, AND TO DEVELOP CLEAR STATEMENTS OF OBJECTIVES AND AREAS OF RESPONSIBILITY AND INVOLVEMENT.

The development of national minimum standards and nationally portable programs in Canada might help to prevent the type of problem recently experienced in the United States with respect to government legislation of the sport, as a

result of the failure of the agencies to develop self-regulating mechanisms. Re-defining areas of involvement of agencies could initiate dual sponsorship of programs, re-distribution of areas of responsibility, and other methods of financial savings to the groups. It would also give the public a clearer picture of the sport if one mutually acceptable standard could be agreed upon. Efforts in this regard have been initiated, but must continue to be encouraged.

One potential difficulty in this regard is that the in-group perspective of the various agencies may hamper efforts at bring the standards of the groups to a common acceptable standard. However, it is felt that voluntary self-regulation and standardization of this nature by those knowledgeable about the sport would be preferable to legislated compliance with a standard established by government.

Recommendation #5

THAT THE NATIONAL SCUBA CERTIFYING AGENCIES, IN CONJUNCTION WITH OTHER AQUATICS GROUPS, GIVE CONSIDERATION TO THE DEVELOPMENT OF PROGRAMS EMPHASIZING THE FITNESS AND SAFETY ASPECTS OF THE SPORT.

There are several specific areas in which efforts in this regard could be concentrated. One is concentration on the initiation of a program to develop and maintain a minimum level of personal fitness for scuba divers. The

Royal Life Saving Society Canada has recently introduced a Scuba Bronze Medallion, which provides training in specialized life-saving techniques for scuba divers. However, studies conducted at the University of Rhode Island have indicated that poor fitness is often a contributing factor in diving fatalities (Schenk and McAniff, 1973). Perhaps instead of concentrating on saving divers once they are in difficulty, there should be consideration given to the development of an incentive program which would develop a degree of fitness in divers, which could possibly avoid the necessity of diver rescue in many instances.

At the present time, there is no commonly accepted standard for the purity of compressed air used by scuba divers. A national standard should be developed in conjunction with the federal government, Canadian Standards Association, Departments of Health and other agencies, and a program of testing of compressor equipment initiated. Those sources of compressed air which meet the minimum standard could receive recognition in the form of a wall certificate or other indication of compliance which could be displayed for the information and safety of divers.

An education campaign should be initiated to provide information for the general public as well as the diving public on identification and meaning of the diver's flag. At the present time, the Ministry of Transport recommends

that the flag be displayed by divers while underwater, and that boat traffic stay 100 feet clear of the flag. Many divers misuse the flag, or fail to use it at all, and many boat operators are not aware of the meaning of the flag. One provincial diving council has produced a short film clip for use on television, while several other groups have developed and distributed posters, but an organized campaign of education should be undertaken on a national scale.

Recommendation #6

THAT ALL ORGANIZATIONAL LEVELS WITHIN THE SPORT PLACE GREATER EMPHASIS ON A PROGRAM OF PUBLIC RELATIONS IN ORDER TO FOSTER A POSITIVE PUBLIC IMAGE OF THE SPORT AND INCREASED PUBLIC AWARENESS.

As mentioned previously, not all sources of information about the sport appear to be equally accessible to interested individuals. A greater effort at making the public knowledgeable about the various aspects of the sport should be made. One of the best ways to inform the public about the sport and foster a favourable image at the same time is through public service projects such as beach clean-ups or search and recovery operations in the community. Such programs can be conducted at the individual, local, provincial and national levels.

There are many specific programs and services which

could be recommended for implementation at this time, but it is felt that the development of a national coordinating body, as presented for consideration here, would be a major step and would take considerable time to fully implement. Once such a body was in operation, suggestions for areas of its operation would be forthcoming from all its members, in line with their own group priorities. The emphasis on diver safety and the development of a better image for the sport are seen as being key to the ongoing development and expansion of the sport.

BIBLIOGRAPHY

- Aldrich, H. "Organizational Boundaries and Interorganizational Conflict". Human Relations 24 (4); August 1971.
- Association of Canadian Underwater Councils. By-Laws No. 1 & 2 (1970).
- Association of Canadian Underwater Councils. Training Director Conference (October 12-13, 1974) Minutes, Annex D.
- Association of Canadian Underwater Councils. Annual General Meeting (January 25-26, 1975) Minutes, President's Report.
- Barnard, C.I. Functions of the Executive. Cambridge, Mass.: Harvard University Press, 1938.
- Barnard, C.I. "Organizations as Systems of Cooperation". In A Etzioni (ed.), Complex Organizations: A Sociological Reader. New York: Holt, Rinehart and Winston, Inc., 1961.
- Blake, R.R. and Mouton, J.S. "Comprehension of Own and of Outgroup Positions under Intergroup Competition". In B.L. Hinton and H.J. Reitz (eds.), Groups and Organizations: Integrated Readings in the Analysis of Social Behavior. Belmont, Calif.: Wadsworth Publishing Company, Inc., 1971.
- Blake, R.R. and Mouton, J.S. "Loyalty of Representatives to Ingroup Positions During Intergroup Competition". In B.L. Hinton and H.J. Reitz (eds.), Groups and Organizations: Integrated Readings in the Analysis of Social Behavior. Belmont, Calif.: Wadsworth Publishing Company, Inc., 1971.
- Blau, P.M. The Dynamics of Bureaucracy. Chicago, Ill.: University of Chicago Press, 1955.
- Blau, P.M. Exchange and Power in Social Life. New York: J. Wiley and Sons, 1964.
- Brennan, M. Underwater Swimming. London: Mayflower Books, 1970.

- Buck, W. Personal correspondence with the writer. August 12, 1975.
- Caplow, T. Principles of Organization. New York: Harcourt, Brace and World, Inc., 1964.
- Carrier, R. and Carrier, B. Dive. New York: Funk and Wagnalls, 1968.
- Davis, C.B. Personal correspondence with the writer. August 8, 1975.
- DeBoer, J.C. Let's Plan: A Guide to the Planning Process for Voluntary Organizations. Philadelphia: Pilgrim Press, 1970.
- Deutsch, M. and Krauss, R.M. "Studies of Interpersonal Bargaining". In B.L. Hinton and H.J. Reitz (eds.), Groups and Organizations: Integrated Readings in the Analysis of Social Behavior. Belmont, Calif.: Wadsworth Publishing Company, Inc., 1971.
- Dixon, P.L. The Silent Adventure. New York: Ballantine Books, 1968.
- Downs, A. Inside Bureaucracy. Boston: Little, Brown and Company, 1967.
- Etzioni, A. (ed.). Complex Organizations: A Sociological Reader. New York: Holt, Rinehart and Winston, Inc., 1961.
- Ghorpade, J. (ed.). Assessment of Organizational Effectiveness: Issues, Analysis, and Readings. Pacific Palisades, Calif.: Goodyear Publishing Company, Inc., 1971.
- Gross, B.M. The Managing of Organizations: The Administrative Struggle. London: Collier-Macmillan Limited, 1964.
- Hall, R.H. Organizations: Structure and Process. New Jersey: Prentice-Hall, Inc., 1972.
- Hinton, B.L. and Reitz, H.J. (eds.). Groups and Organizations: Integrated Readings in the Analysis of Social Behavior. Belmont, Calif.: Wadsworth Publishing Company, Inc., 1971.

- Iannucci, L. "The History of Sport Scuba Diving in Canada". Unpublished Paper, The University of Toronto, 1976.
- Janis, I.L. "Decisional Conflicts: A Theoretical Analysis". In B.L. Hinton and H.J. Reitz (eds.), Groups and Organizations: Integrated Readings in the Analysis of Social Behavior. Belmont, Calif.: Wadsworth Publishing Company, Inc., 1971.
- Kalinowsky, S. (Manager, Federal-Provincial Liaison, Recreation Canada). Personal correspondence with K.R. Cutts (President, ACUC). October 1, 1974.
- Kast, F.E. and Rosenzweig, J.E. Organization and Management: A Systems Approach. New York: McGraw-Hill Book Co., 1974.
- Katz, D. "The Motivational Basis of Organizational Behavior". In B.L. Hinton and H.J. Reitz (eds.), Groups and Organizations: Integrated Readings in the Analysis of Social Behavior. Belmont, Calif.: Wadsworth Publishing Company, Inc., 1971.
- Katz, D. and Kahn, R.L. "The Concept of Organizational Effectiveness". In J. Ghorpade (ed.), Assessment of Organizational Effectiveness: Issues, Analysis, and Readings. Pacific Palisades, Calif.: Goodyear Publishing Company, Inc., 1971.
- Kenny, J.E. Business of Diving. Houston, Texas: Gulf Publishing, 1972.
- Kenyon, L. and DeHaas, W. Aqualung Diving. London: George Allen and Unwin Ltd., 1970.
- Kozak, S. "The National Association of Underwater Instructors Canada". Canadian Diving News, April 1972.
- Kozak, S. Personal correspondence with the writer. August 1, 1975.
- Kozak, S. Personal interview with the writer. April 3, 1976.
- Lawson, J. Personal correspondence with the writer. August 4, 1975.
- March, H.G. and Simon, H.A. "Conflict in Organizations". In B.L. Hinton and H.J. Reitz (eds.), Groups and Organizations: Integrated Readings in the Analysis of Social Behavior. Belmont, Calif.: Wadsworth Publishing Company, Inc., 1971.

- McCuaig, D. Personal correspondence with the writer.
July 28, 1975.
- McGregor, D. The Human Side of Enterprise. New York: McGraw-Hill Book Co., 1960.
- Mockridge, B. Personal correspondence with the writer.
January 28, 1976. (1976a)
- Mockridge, B. Telephone conversation with the writer. April 8, 1976. (1976b)
- Mott, P.E. The Characteristics of Effective Organizations. New York: Harper & Row, Publishers, 1972.
- Murphy, J.F., Williams, J.G., Niepoth, E.W. and Brown, P.D. Leisure Service Delivery System: A Modern Perspective. Philadelphia: Lea & Febiger, 1973.
- National Association of Underwater Instructors Canada. Letters Patent (1971).
- North, W.J. The Golden Guide to Scuba Diving. New York: Golden Press, 1968.
- Ontario Diver. "NAUI/OUC Instructor Certification Course 1960". July 1961, pp. 12-13. (No author given)
- Rogers, J. Personal correspondence with the writer. February 12, 1976.
- Schachter, S. "Deviation, Rejection, and Communication". In B.L. Hinton and H.J. Reitz (eds.), Groups and Organizations: Integrated Readings in the Analysis of Social Behavior. Belmont, Calif.: Wadsworth Publishing Company, Inc., 1971.
- Schafer, W. Personal correspondence with the writer. July 25, 1975.
- Schenk, H. and McAniff, J. "The University of Rhode Island Scuba Safety Studies". A paper presented at the Fifth International Conference on Underwater Education, Toronto, Ontario, Sept. 1973.
- Scott, W.G. (ed.) Organization Concepts and Analysis. Belmont, Calif.: Dickenson Publishing Co., Inc., 1969.

- Sills, D.L. "The Succession of Goals". In A. Etzioni (ed.), Complex Organizations: A Sociological Reader. New York: Holt, Rinehart and Winston, Inc., 1961.
- Sports Federation of Canada. By-Laws (1974). (1974a)
- Sports Federation of Canada. Annual Meeting (March 14-16, 1974) Minutes. (1974b)
- Stewart, K. "History of the O.U.C.". In Man and Space, the Program of the 8th Annual Convention of the Underwater Society of America, 1967.
- Thompson, J.D. and McEwen, W.J. "Organizational Goals and Environment: Goal-Setting as an Interaction Process". Am. Sociol. Rev. 23:23-31, 1958.
- Thompson, J.D. and McEwen, W.J. "Organizational Goals and Environment". In A. Etzioni (ed.), Complex Organizations: A Sociological Reader. New York: Holt, Rinehart and Winston, Inc., 1961.
- Thompson, V.A. "Bureaucracy and Bureaupathology". In B.L. Hinton and H.J. Reitz (eds.), Groups and Organizations: Integrated Readings in the Analysis of Social Behavior. Belmont, Calif.: Wadsworth Publishing Company, Inc., 1971.
- Towson, R.T. Personal correspondence with the writer. September 15, 1975.
- Underwater Society of America. "The Association of Canadian Underwater Councils". In Man and Space, the Program of the 8th Annual Convention of the Underwater Society of America, 1967. (No author given)
- Wren, D.A. "Interface and Inter-Organizational Coordination". In W.G. Scott (ed.), Organization Concepts and Analysis. Belmont, Calif.: Dickenson Publishing Co., Inc., 1969.
- Yuchtman, E. and Seashore, S.E. "A System Resource Approach to Organizational Effectiveness". In J. Ghorpade (ed.), Assessment of Organizational Effectiveness: Issues, Analysis, and Readings. Pacific Palisades, Calif.: Goodyear Publishing Company, Inc., 1971.
- Zanelli, L. Underwater Swimming. London: The English Universities Press Ltd., 1967.

APPENDICES

APPENDIX A

INTRODUCTORY LETTER, QUESTIONNAIRE AND RESPONSE

ASSOCIATION OF CANADIAN UNDERWATER COUNCILS

Faculty of Physical Education
University of Alberta
Edmonton, Alberta
T6G 2H9

July 18, 1975

Mr. K.R. Cutts
President, ACUC
3798 Lawrence Ave. E.
Scarborough, Ontario
M1G 1P9

Dear Mr. Cutts:

I am a graduate student at the University of Alberta, and am currently working on my thesis in completion of the requirements for my Master's degree in Physical Education. My area of concentration is Administration and the subject of my study is the administrative structure of the sport of scuba diving in Canada. As your organization is one of the agencies involved in the administration of this sport, I am writing to request your assistance in the collection of data for this thesis.

I have enclosed some questions which represent some of the areas which I am examining. I would appreciate receiving your response to these, as well as any additional information which you feel would be relevant to the topic.

I am hoping to have completed the collection of data by August 8th, and would be very grateful for your consideration of this request at your earliest convenience. Thank you in advance for your assistance. It is very much appreciated, and I am sure it will contribute greatly to the successful conclusion of my research.



ASSOCIATION OF CANADIAN UNDERWATER COUNCILS

Box 1303, WINNEPEG 1, MANITOBA, CANADA

Please address any reply to:
46 Woodgarden Cres.,
West Hill, Ontario M1E 3K2

HONORARY PATRON 12th. August 1975
His Excellency
the Right Honorable
Pierre E. Trudeau,
Prime Minister of Canada.

A.C.U.C. Founded 1964

MEMBER COUNCILS

Association of British
Columbia Diving Clubs
c/o B.C. Sports Federation,
1506 W. Broadway,
Vancouver, B.C.

Alberta Scuba Divers Council
P.O. Box 205,
Edmonton, Alberta.

Saskatchewan Underwater Council
P.O. Box 1883
Saskatoon, Saskatchewan.

Manitoba Underwater Council
P.O. Box 711,
Winnipeg 1, Manitoba.

Underwater Council
115 Street,
Toronto, Ontario.

Federation des Clubs de
Plongée du Québec,
P.O. Box 150,
St. Bruno, Québec.

New Brunswick Underwater Council
P.O. Box 382,
Chatham, New Brunswick.

Nova Scotia Underwater Council

Miss Susan K. Heal,
Graduate Student,
Faculty of Physical Education,
University of Alberta,
Edmonton, Alberta, T6G 2H9

Dear Miss Heal:

I must apologize for not returning your questionnaire, but business pressures have completely precluded my giving it the attention it deserves until now.

I hope to be able to mail it to you within the next few days.



ASSOCIATION OF CANADIAN UNDERWATER COUNCILS

Box 1303, WINNEPEG 1, MANITOBA, CANADA

46 Woodgarden Cres.,
West Hill, Ontario, M1E 3K2
September 8, 1975

HONORARY PATRON
His Excellency
The Right Honorable
Pierre E. Trudeau,
Prime Minister of Canada.

A.C.U.C. Founded 1964

MEMBER COUNCILS
Association of British
Columbia Diving Clubs,
170 B.C. Sports Federation,
1606 W. Broadway,
Vancouver, B.C.

Alberta Scuba Divers Council
P.O. Box 205,
Edmonton, Alberta.

Saskatchewan Underwater Council
P.O. Box 1883,
Saskatoon, Saskatchewan.

Manitoba Underwater Council
P.O. Box 711,
Winnipeg 1, Manitoba.

Ontario Underwater Council
1111 Street,
Toronto, Ontario.

Federation des Clubs de
Plongée du Québec,
P.O. Box 150,
Saint-Bruno, Québec.

New Brunswick Underwater Council
P.O. Box 382,
Chatham, New Brunswick.

Miss Susan K. Heal,
Graduate Student,
Faculty of Physical Education
University of Alberta
Edmonton, Alberta
T6G 2H9

Dear Miss Heal:

Further to my letter of August 12th, I must again apologize
for my lengthy delay.

I am enclosing your questionnaire and sincerely hope that
the data supplied will be of some assistance to you in the
completion of your thesis.

Good luck.

1. Brief history and reasons for development of ACUC:

The formation and development of the Association of Canadian Underwater Councils commenced long before my association with it. I would suggest you contact Mr. C. Ben Davis for full details. As you know, he was president of the Association for the first three years.

2. Major programs, services which the ACUC provides:

A list of these will be found in the attached available goods order form. Copies of the programmes may be obtained from Mr. C.V. Rolfe, Executive Director of the association at the address shown.

Services: Representation of the diver at the federal government level and, through the World Underwater Federation (CMAS) which recognizes the association as the official representative body for divers in Canada, at the world level.

Services provided to divers, of whatever certification, all of whom are free to accept or reject the services, are arrived at through the various standing and advisory committees of the Association, such as medical, standards, technical, legal, scientific, public relations, accident and incident research, teaching handicapped divers and through the board of consultants. The Association represents Canada on the CMAS Scientific, Sport and Technical Committees as well as the Medical Commission. You can envisage the large number of 'services' that are encompassed by these committees and affiliations.

Because of its pyramidal structure, based on the diver member of provincial representative bodies, all of whom are members of the Association, ACUC acts as an effective coordinator of provincial council activities and ensures standardization of teaching and evaluation minimum standards, ethics, recertification of instructors, etc. The Association also secures diver and instructor insurance, is active in the field of training with the National Defence Forces, the Canadian Standards Association activities in the field of equipment standardization. Another important service provided to the diver occurs through ACUC coordination of activities with other aquatic groups such as RLSS, CCCA and across the border with the CNCA, Z86 Committee, etc.

3. Areas in which the ACUC feels that greater emphasis is required:

Inter-activity between all Canadian and International diver oriented groups
Standardization of training, evaluation and certification at all levels

Unification of the efforts of diver oriented organizations for the ultimate and only goal, the greater safety of the diver and his greater enjoyment of his sport
 More frequent contact between the leaders of diver oriented organizations in order to achieve the above

- 4a. Any problems, current or potential, which the ACUC sees in the sport of scuba diving in Canada:

Several current problems are noted at 3 above

A potential problem which may probably confront us in the future is some sort of provincial or federal legislative action in the sport

- 4b. How could these problems be overcome:

I believe that I have answered this question clearly in paragraph 3

- 5a. How does the ACUC relate to other agencies involved in scuba diving in Canada?

At the present time ACUC relates to other agencies in two ways. In the area of training, evaluation and certification, it is one of several bodies engaged in similar activities. In addition however, ACUC relates to other agencies in the area of services that it offers to divers of all diver related bodies in the manner set out under services in paragraph two

- 5b. What role do these other agencies play?

I would not presume to define the role that these other diver related organizations play as they see their own roles. I would suggest that you contact them for this information.

- 5c. What role should these other agencies play?

See 6c. Please bear in mind that the role that other diver oriented organizations may elect to play must under our democratic process, be determined by the agencies themselves and not by the ACUC.

6a. Is the present multi-agency structure suitable?

See 6c.

6b. What are its weaknesses? Does it need improving?

See 6c.

6c. If so, how could this be done?

This section will answer several above. In our democratic society, in a sense the more diver oriented organizations the better. By this one means that a friendly sense of competition is very important in improving the end product. However, of course, there are limits to this concept, and our feeling is that the agencies presently active in Canada provide a satisfactory level of stimulus always directed to the betterment of the 'end product', the diver.

In the United States of America, the major certifying groups have formed a National Scuba Training Council, under the impetus, in part, of certain repressive legislation in that country. The Association of Canadian Underwater Councils would welcome the formation of such a group in Canada and is working to achieve this end. Such a body would have representation to the World Underwater Federation through ACUC and would seem to be the logical approach to the attainment of our ultimate goal, the safety and enjoyment of the sport diver.

7a. The YMCA advocates one national standard for aquatic activities, and recently adopted the standards of NAUI for scuba diving. Is such a "one standard" system viable for scuba diving in Canada?

By "standards of NAUI for scuba diving" I assume you mean as I read the YMCA directive, it is the standards of basic skin or snorkel diving and basic scuba diving instruction with which we are concerned.

You will know that Mr. Wayne Schafer and I have been working as an inter-organizational committee in this area and have long ago agreed that the standards of training, evaluation and certification in these areas are so close as to be to all intents and purposes identical. You may know that Wayne and I addressed the meeting of YMCA commissioners in Waterloo recently and clarified this question for them. At the present time, the YMCA directive in this area reads to the effect that ACUC instructors may instruct in the YMCA provided they teach to NAUI standards. As these, by common understanding, are identical, the phrase 'according to NAUI standards' would appear to be redundant.

As far as one standard system is concerned, certainly it is viable. One proviso must be, that ACUC scrupulously observes, that the standard be a minimum one. Training groups must be free to train how they like, provided they do not fall below a minimum standard.

7b. If so, how could this best be accomplished?

See 6c.

APPENDIX B

INTRODUCTORY LETTER, QUESTIONNAIRE AND RESPONSE

DEPARTMENT OF NATIONAL DEFENCE

Faculty of Physical Education
University of Alberta
Edmonton, Alberta
T6G 2H9

July 18, 1975

Lt. Col. J. Parr
Director,
Physical Education,
Recreation & Amenities
Canadian Armed Forces
National Defence Headquarters
Ottawa, Ontario

Dear Col. Parr:

I am a graduate student at the University of Alberta, and am currently working on my thesis in completion of the requirements for my Master's Degree in Physical Education. My area of concentration is Administration and the subject of my study is the administrative structure of the sport of scuba diving in Canada. As the Canadian Armed Forces are involved in this sport in Canada, I am writing to request your assistance in the collection of data for this thesis.

I have enclosed some questions which represent some of the areas which I am examining. I would appreciate receiving your response to these, as well as any additional information which you feel would be relevant to the topic.

I am hoping to have completed the collection of data by August 8th, and would be very grateful for your consideration of this request at your earliest convenience. Thank you in advance for your assistance. It is very much appreciated, and I am sure it will contribute greatly to the successful conclusion of my research.

QUESTIONS TO CANADIAN ARMED FORCES

1. Reasons for adoption of ACUC as instructor training body?
2. What have been the effects of this decision?
 - a) Response of other agencies
 - b) Response within Armed Forces
 - c) Do you feel this was a wise decision? If not, what would you change?
 - d) Any negative ramifications
3. From your agency's point of view:
 - a) Comments on present administrative structure of this sport in Canada
 - b) Any problems or weaknesses
 - c) How could these best be resolved?

DEPARTMENT OF NATIONAL DEFENCE



MINISTÈRE DE LA DÉFENSE NATIONALE

5591-72 (DPERA 4)

National Defence Headquarters
Ottawa, Ontario
K1A 0K2

28 July 1975

Miss Susan K. Heal
Graduate Student
Faculty of Physical Education
University of Alberta
Edmonton, Alberta

Dear Miss Heal:

This is to acknowledge receipt of your letter dated 18 July 1975, in which you request by 8 August specific information with respect to Forces policy as it applies to the administration of scuba diving.

As Lieutenant-Colonel Parr and Captain Leach, are the only officers who can respond to your questions and as they are on leave until 20 August, it is regretted we will be unable to comply with your request.

APPENDIX C

INTRODUCTORY LETTER, QUESTIONNAIRE AND RESPONSES NATIONAL ASSOCIATION OF UNDERWATER INSTRUCTORS CANADA

Faculty of Physical Education
University of Alberta
Edmonton, Alberta
T6G 2H9

July 18, 1975

Mr. Britton O. Mockridge
President, NAUI Canada
474 Broadway Avenue
Toronto, Ontario

Dear Mr. Mockridge:

I am a graduate student at the University of Alberta, and am currently working on my thesis in completion of the requirements for my Master's degree in Physical Education. My area of concentration is Administration and the subject of my study is the administrative structure of the sport of scuba diving in Canada. As your organization is one of the agencies involved in the administration of this sport, I am writing to request your assistance in the collection of data for this thesis.

I have enclosed some questions which represent some of the areas which I am examining. I would appreciate receiving your response to these, as well as any additional information which you feel would be relevant to the topic.

I am hoping to have completed the collection of data by August 8th, and would be very grateful for your consideration of this request at your earliest convenience. Thank you in advance for your assistance. It is very much appreciated, and I am sure it will contribute greatly to the successful conclusion of my research.

*Board of Directors*

Britton O. Mockridge, *President*
 Warran Buck, *Vice-President*
 David S. Addyman, *Secretary*
 Gino Gemma
 Dr. Donald H. H. MacKenzie
 John Rogers
 Kurt Wiesselmann

Advisor

C. B. Davis

Ex Officio

Dr. Glen Egstrom

General Manager

Steve Kozak

July 24, 1975

Miss Susan K. Heal,
 Faculty of Physical Education,
 University of Alberta,
 Edmonton, Alberta
 T6G 2H9

Dear Sue:

I acknowledge receipt of your letter of July 18 last together with the attached questionnaire. I will endeavour to complete the questionnaire within the time limit indicated and forward it to you under separate cover. Many of the questions contained in your questionnaire will require some consideration before a response can be drafted and, as you can appreciate, the answers given may well find their way into public documents thereby requiring the additional consideration referred to above.

Hope all is going well with you.



*Board of Directors
Canada*

John F. Adams
Ian M. Britt
Warran Buck
C. B. Davis
Dr. Donald H. H. MacKenzie
Britton O. Mockridge
John P. Rogers

Ex Officio

Dr. Glen Egstrom

General Manager
Steve Kozak

10 MONET AVENUE, ETOBICOKE, ONTARIO M9C 3N7 (416) 621-0783

July 31, 1975.

Miss Susan K. Heal,
Graduate Student,
Faculty of Physical Education,
University of Alberta,
Edmonton, Alberta.
T6G 2H9

Dear Susan:

I'm working on a reply to your
questionnaire for your Masters thesis. Several
of us are currently comparing notes.

Good luck.

(Response from C.B. Davis)

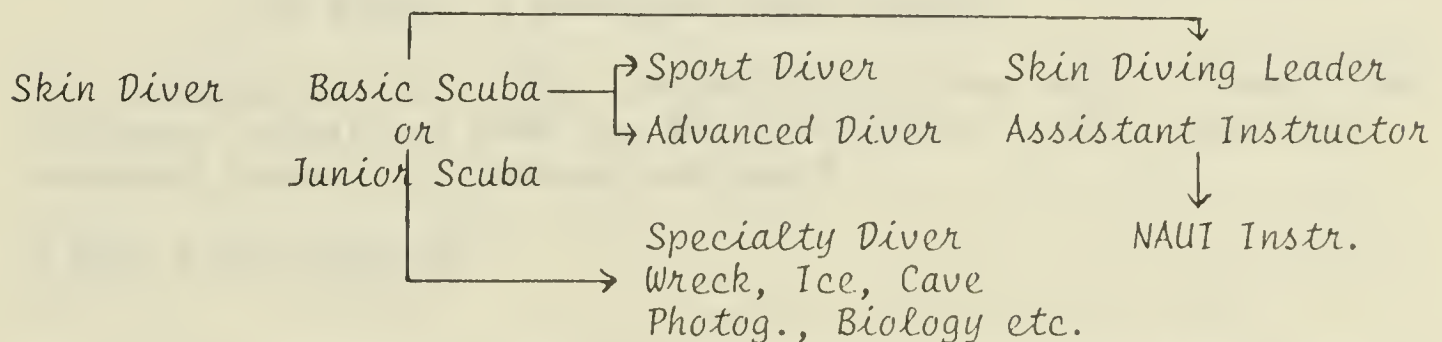
1. Brief history and reasons for development of NAUI Canada:

Began in summer of 1961, registered students through Headquarters in California. Some customs difficulties with materials to Branch operation which started in spring of 1963 or 1964. Customs costs and inconvenience to NAUI Canadian instructors and Branch office became more prevalent as number of registrations increased.

NAUI Canada incorporated in December 1971 as a Canadian entity with its own Board, officers and General Manager. Still too few registrations to finance the operation on its own in Canada. May 1, 1975 saw complete financial operation by NAUI Canada. This move did several things: 1. Gave the nationalists their wish. 2. Virtually eliminated the very bothersome customs problems. 3. Gave Canadian identity to NAUI in Canada and provided Canadian NAUI instructors with the opportunity at closer range to participate in the NAUI organization. 4. Reinforced the International flavour of NAUI.

2. Major programs, services which NAUI Canada provides:

I think you know what these are and maybe I'll pass here and let Steve fill the spaces.



Direct service to Instructor to assist him in making available diving instruction, registration, ongoing programs, books, reference material and directory of instructors for referral.

3. Areas in which NAUI Canada feels that greater emphasis is required:

Assistance to dive shop operators to promote safe diving instruction
 "Survival" instruction at the basic level
 Higher quality instructors from every organization

4a. Any problems, current or potential, which NAUI sees in the sport of scuba diving in Canada:

1. Potential legislation
2. Failure of some instructors to give a complete course
- lack of monitoring
3. Financial support by Government to ACUC based on ACUC representing all divers in Canada which of course is not true. (Now recognized by Ottawa)
4. Drop out problem with new divers

4b. How could these problems be overcome?

1. Strong self policing activity which is made public
2. In house procedures to identify the culprits - ie. the NAUI student questionnaire
3. Support by the Government of NAUI - presently underway
- we have been granted "non resident status" in Ottawa by Fitness and Amateur Sport. This support is for new and original effort.
4. Recommend joining a club or starting a new one. Maintain involvement through continuing programs in diving. Clubs and dive shops and independent instructors must do more in this area in order to maintain opportunities for divers to maintain their skills.

Perhaps we are overly concerned about drop outs. Perhaps the equipment people and SDM* are the instigators of the "drop out" syndrome because of business potential.

* Skin Diver Magazine

5a. How does NAUI Canada relate to other agencies involved in scuba diving in Canada?

1. Has had its training and instructor programs accepted 100% by YMCA
2. Is in direct competition with ACUC, PADI and NASDS
3. Has provided the course outlines, registration requirements, form designs etc. etc. which ACUC has copied (in most cases) and put into its own program which it calls its own and for which it has been subsidized by the Government.

5b. What role do these other agencies play?

They provide alternative programs which are presented to the public. (No one should object to good competition). Some do not

have a level of instructor qualification which is acceptable to those who know what is or should be required. PADI and NASDS are in the diver certification business as is ACUC but ACUC is supposed to be in "organized diving" also - it appears not to be. NAUI and ACUC are the only democratic organizations.

5c. What role should these other agencies play?

A competitive one. ACUC feels there should be only ACUC in Canada and to this NAUI objects.

My original plan in the early days of ACUC was to build provincial council organization to ensure ongoing diver representation and planning for divers and leave the instructing, standards and instructor certification to NAUI who were the existing experts in the field. The only reason this did not happen was the bigotry of the West toward the East and a parochial attitude by BC and Alta for their own programs...It came to a vote in 1969 (I believe) and ended up at a tie 3-3. George Burt was ACUC president at the time and cast the deciding vote against NAUI acting as the training and instructor arm for ACUC because he felt passing of the motion would spell doom for ACUC. Whether that would have happened is academic.

You must remember that NAUI had been operating in Canada since 1961 - actually 1960 because a few instructors (2 or 3) were teaching and registering in 1960-61 period.

It is my firm belief that a strong diver representative body dealing with legislation, diver programs of the recreational type, equipment testing, club development and management and programs of that type is necessary - and, I suggest, still non-existent.

NAUI was geared up and able to provide the instructional input (and did) at the time. It should have continued doing it instead of having the empire builders develop a whole new group - the duplication (as opposed to competition) is completely unnecessary. Alberta, for instance, is primarily an Alberta organization - its allegiance to ACUC is thin and based only on the word Canadian in its name...

I really don't think the separate responsibility thing will ever take place now...ACUC realize that presently the only work they are doing lies in instruction. If ACUC relinquishes that, they will have nothing...

6a. Is the present multi-agency structure suitable?

Why not?

If ACUC stuck to its terms of reference and used NAUI for its special role it could work very well, save duplication of paper, money and personnel and really do a great job for the Canadian public who dive.

6b. What are its weaknesses? Does it need improving?

NAUI is not doing its job as well as it could. Improvements, changes, regional representation, ongoing training and involvement need attention.

ACUC are not getting to the grass roots diver and indicating the need for him/her to belong to a club/council/national organization. Now maybe there is no need to belong to any formal group - perhaps everybody is overorganized. You might reflect on that!

6c. If so, how could this be done?

*ACUC would have to recognize NAUI as the specialist in training. NAUI would reaffirm its stand as a diver/instructor educator and its non-involvement in "organized" diving.

These steps are probably impossible for ACUC and easy for NAUI. If it did happen, the details of registration, training, etc. though many, are easily handled.

*And accept NAUI standards while issuing its own card if the NAUI route is unacceptable.

7a. The YMCA advocates one national standard for aquatic activities, and recently adopted the standards of NAUI for scuba diving. Is such a "one standard" system viable for scuba diving in Canada?

Basically, yes. The fact that some diving is in the ocean and some everywhere else does not preclude the necessity of many different standards. It does require modifications to the teaching of awareness of environment in each diving location as that, in my view, is the only area requiring variable coverage. The problem lies in the failure by many instructors of all organizations to make clear the need to become knowledgeable of the environment in each geographical diving area.

As you know, "standards" are pieces of paper. It is the instructor who provides the product, the diver.

7b. If so, how could this best be accomplished?

By having all instructors measured against the same performance standard. Teaching diving is not an exercise for incompetents. Instructors must be good, must be monitored and must be disciplined. The alternative is unacceptable.

(Response from B. Mockridge)

1. Brief history and reasons for development of NAUI Canada:

--

2. Major programs, services which NAUI Canada provides:

Diving instructional program as follows:

*Skin Diver
Senior Skin Diver
Skin Diving Leader
Junior Scuba Diver
Basic Scuba Diver
Sport Scuba Diver
Experienced Scuba Diver
Specialty Scuba Diver
Advanced Scuba Diver
Assistant Instructor
Instructor*

All the services required to support our members in the field, such as student registrations, sale of such support material as books, notes, etc., liability insurance policy for instructors, divemaster programs, ice diving programs.

Most of these programs are described in the NAUI handbook, and reference should be made to it for a full description of the services. There are, however, many ad hoc committees of NAUI members which have the support of the NAUI headquarters and it is often this work which is most exciting (eg. the committee formed to oppose L.A. County Ordinance - a great deal of expertise was obtained by such an exercise) (eg. the committee in Canada which was formed to interface with the life insurance industry - support services from headquarters essential - this committee is having considerable impact on life insurance).

Commercial orientation courses - an attempt to help the instructor become more marketable - more instructors are teaching scuba as a full time undertaking.

Arranging workshops (eg. regulator repair)

Current happenings in the industry as it affects the instructor and diver

Etc.

3. Areas in which NAUI Canada feels that greater emphasis is required:

Safety Through Education is our motto and both elements must

be emphasized. We have found, however, that the best results are obtained through emphasizing continuing education. A basic course is often not enough to capture the diver's interest and retain it in the long run - continuing involvement is required so as to reinforce safety and to permit the diver to find his interest and develop it. The greatest single thing which must be emphasized is the diver - greater professionalism in the instructor and assist him in doing his job.

4a. Any problems, current or potential, which NAUI sees in the sport of scuba diving in Canada:

1. Diver drop out - we don't know the answers to the questions - why? how can we prevent it? etc.
2. In the political area, the diver is forgotten because the organizations best suited to help him/her have vacated their responsibilities
3. Diving being controlled by outside forces, i.e. legislation, costs because instructor may be paying \$500-\$1,000 per year for liability insurance.

4b. How could these problems be overcome?

1. Get some basic information. Spend some time researching and thinking out the drop out. We at least have obtained some help in this area.
2. Establish priorities and attempt to gain the desired goal - If the diver remains the forgotten person, NAUI may have to get into the field through NDA.
3. Educate, influence, bargain and persuade.

5a. How does NAUI Canada relate to other agencies involved in scuba diving in Canada?

Not very well. Efforts to resolve difficulties have not been very successful. There is a very strong element of mistrust on both sides (of the major conflict).

It must be remembered that ACUC and NAUI are in direct competition in a number of fields: 1. scuba instruction (important but both could hold their own) 2. government grants (this may mean as much as \$50,000 per year) - with this kind of support practically any agency can survive.

5b. What role do these other agencies play?

The purpose of the other agencies was to coordinate diving

activities and provide services for the diver but they seem to have totally vacated that area in order to compete in the instruction game. In other words, they do practically nothing else.

5c. What role should these other agencies play?

--

6a. Is the present multi-agency structure suitable?

No, because government has created a substantial imbalance and the diver has been forgotten except for education.

NAUI's position and function has always been strictly education but now because there is such an obvious void, NAUI may have to move to fill such void (NDA possibly).

6b. What are its weaknesses? Does it need improving?

--

6c. If so, how could this be done?

ACUC should do the things it was originally created to do - its training function should be separated off and kept distinct - the council aspects should be "democracized", so as to be representative of the people who they are supposed to represent.

7a. The YMCA advocates one national standard for aquatic activities, and recently adopted the standards of NAUI for scuba diving. Is such a "one standard" system viable for scuba diving in Canada?

Yes, so long as you remember standards are little more than words on paper unless you have the instructors capable of meeting the standards and the organization capable of ensuring the standards maintained. The key to such a standard is the instructor - an instructor cannot be made or even chosen in one weekend.

The organization must be able to service the instructor and be a benefit for him - ie membership makes him and his services more marketable. This involves image, professionalism, etc.

7b. If so, how could this best be accomplished?

--

1. Brief history and reasons for development of NAUI Canada:

Going back to 1959, Skin Diver Magazine ran a survey on instructor programs across North America. Various organizations, including myself, sent in their instructor program. After reviewing all the programs, they had seen that there was such a variance between areas that they decided to standardize programs. With the idea of standardization, in 1960 the first instructor program was put together in Houston, Texas. In 1961, the first Canadian program was put on at the University of Toronto. At that same time, it was decided that NAUI Canada would form a part of the NAUI organization. At that time we handled all of our registrations (the same as what we have finally incorporated on May 1st here). We ran all our own instructor programs (Instructor Certification Courses, that is). It was the birth of NAUI News on the campus of the University of Toronto. (At that time it was called "Canoucnau News", for Canadian Ontario Underwater Council National Association of Underwater Instructors News). It was handled here, until it came to the point where it got to be too large for us to handle it. Headquarters took it over. That is, Art Ullrich took it over because he had the machinery in California with which to put out the News on a regular basis, and being able to accumulate information for the instructor from around the world.

Approximately four years back, it was decided that NAUI Headquarters would be the central distribution area for all instructors to send all their registrations. At the time, it seemed like a good idea for NAUI Canada to be a part of that central distribution even though Jack Leach, as Branch Manager, resented it and didn't want to go along with it, there were other factions in the NAUI Canada organization that felt that that would be the way to do things. Needless to say, it's come back to haunt us and the "Americanism" that has been thrown at us ever since. Now, as you know, on May 1st, we've gone on a full-time basis with a Board of Directors with elections, and with handling our own thing. And I firmly believe this is going to be the start of great things for NAUI Canada.

2. Major programs, services which NAUI Canada provides:

I think it's just a matter of looking through the Manual as far as courses that are offered by NAUI, as we offer the same courses. We had the privilege of hosting ICUE here in Toronto and hopefully, within two years time, we will again host ICUE, which is the largest single conference on underwater education put on by any organization in the world today.

I personally have tried to stay away from forming NDA (NAUI Diving Association) because we do have the expertise of ACUC and the Councils here in Canada in order to look after the diver. My view is, if the diver is not looked after, I can see in the future that NDA Canada will become a reality.

3. Areas in which NAUI Canada feels that greater emphasis is required:

I really feel that not enough is being done for the diver today. There can be more and more programs, more advertising to involve the diver, particularly in safety education. Here in Ontario I think we've done a marvellous job in educating the divers and all we have to do is look at the record over the past number of years to see that diver fatalities in Ontario are very, very low compared to other areas of the country, say, compared to British Columbia. Mind you, they are controlling their own thing out there and, hopefully, they'll be able to do it without legislation but, mind you, legislation is very, very close. That's in B.C. Newfoundland has been very close to legislation as well.

4a. Any problems, current or potential, which NAUI sees in the sport of scuba diving in Canada:

The only problem that I can see personally is legislation. I believe that because of this L.A. fiasco, the diver organizations have finally gotten together and are going to work together. We certainly hope they will.

4b. How could these problems be overcome?

I believe that the problem is not in the programs of, say, basic scuba but it is in the instructor level, and our friends across the way at ACUC can't seem to see this. That if they'd bring their instructor program up to the same level as NAUI, PADI, NASDS, every other major organization that is now training instructors on week-long programs and in some cases longer, then ACUC would be on a par.

5a. How does NAUI Canada relate to other agencies involved in scuba diving in Canada?

We in Canada have continually strived to cooperate with all agencies of diving, whether it be on a Council level or on the federal level. We now belong or have belonged for the past three years to the B.C. Safety Council, and just recently joined the Ontario Underwater Council. We receive newsletters from the Saskatchewan Underwater Council and the Manitoba Underwater Council on a regular basis. This is cooperation. We have very good rapport with the Training Director in New Brunswick. Hopefully, this will continue in order to benefit all divers.

5b. What role do these other agencies play?

I think that's been explained.

5c. What role should these other agencies play?

I think I explained that.

6a. Is the present multi-agency structure suitable?

I believe it's suitable, yes. I believe, there again, the club, the council, ACUC is suitable, providing each plays his own role as I stressed earlier. They could very well control the instructor agencies as well, if they could see it. In other words, NAUI, PADI, NASDS, they could have a lever with which to say "Hey, such and such a portion of your program is not being followed - why not?", etc. etc.

6b. What are its weaknesses? Does it need improving?

I think that's explained.

6c. If so, how could this be done?

--

7a. The YMCA advocates one national standard for aquatic activities and recently adopted the standards of NAUI for scuba diving. Is such a "one standard" system viable for scuba diving in Canada?

Yes, I believe it is. This is the concept that is envisaged by Don McCuaig. A one standard system for all of Canada. It can work and it could work - it would have to work through an organization such as ACUC, again if only they would get out of the instructor business. We are presently working with the YMCA to set up a massive YMCA-NAUI cross-over program for Geneva Park for sometime in May or June next year. This will be an Instructor Certification Course. No one agency will be named - it will be similar to the course that Royal Life and Red Cross run. In other words, the instructors that are certified on this, say they are a YMCA instructor, and if we feel, as NAUI, that we would want them as part of our organization, then we in turn would certify them as NAUI. At the same time, ACUC, if they feel that any instructor is capable and wish them into their organization, then they would be certified also ACUC instructors. Now this is just in the planning stages right at the moment. You will be receiving more details on it as it progresses. I believe such programs can be worked right across the country; in other words, not any one particular agency, but an instructor program for all agencies. Now this is a massive undertaking, the paper work on something like this would be out of this world, but I am sure, absolutely sure, that it can be worked.

Since the same people were involved in the early stages of both ACUC and NAUI in Canada, it would seem that these people felt the two organizations could work compatibly with different objectives, etc. without the need for conflict.

In the early years, when I was Secretary of the Ontario Underwater Council and then the following year, President, Ben Davis and I felt that the diver should be represented on a federal level. It was primarily due to my insistence that we have federal representation that a meeting was set up in Winnipeg in order to formulate a group to control divers on a federal level. If you look at the present set-up (and this is the club set-up), the diver belongs to a club, the club is a member of a council, a council is a member of ACUC - not the individual but the council is a member of ACUC. The voting power, of course, goes by the volume of people in the various councils.

At the time of starting, very little instruction was done by dive shops in Ontario. As a matter of fact, it was frowned upon by the clubs and the council. Today, this trend is completely reversing itself. I would suggest there are more divers being trained by dive shops than there are clubs. Needless to say on the coast (that is, in B.C.), more divers are trained by dive shops than clubs. I would suggest that possibly 95% of the divers in B.C. are trained by dive shops. It wasn't a matter of working together with other organizations - that is, NAUI and ACUC. It was a matter that ACUC would represent the diver, and I repeat that - I will repeat it many times through my little talk here because I feel very strongly on this, where ACUC today has gone into a competitive aspect of diving, and that is the instruction. If you were to take the instruction away from ACUC, there isn't very much else left. I myself can see various ways in which ACUC can service the councils and the clubs through seminars, film festivals, many other ways of gathering divers together in order to represent them.

Where Nick Young gets the idea that Ben and I started up NAUI because we'd lost control of ACUC is totally erroneous. I can't really understand that because NAUI in Canada was started in 1961 and ACUC was started in 1965, so I can't see where Nick Young makes that kind of a statement.

Why were two organizations developed? As I said before, NAUI, as you well know, is an instructor organization, period. We strictly certify instructors and service the instructor population in NAUI. ACUC was to represent the divers through the councils. That would answer the next question "do you feel this could be done cooperatively?". Yes, I do. I feel this can be done cooperatively today, but until ACUC pulls in their horns and gets out of the instruction level, then I think you will see where there could be cooperation between all diver instructor organizations. It is now being done south of the border because of the L.A. County legislation. And you say "what went wrong?". It's very simple. You'd have to get the information as to when George Burt was the President of ACUC. At that time, a motion was put forward to ACUC to have NAUI as the official training arm of ACUC. It was put to a vote.

The vote was split - the East said "yes", the West said "no". Even though George Burt was heavily involved with NAUI, he had the foresight to see that if he voted against the motion (being the tying vote, as he was the Chairman at that time), that would completely split ACUC and possibly cause its downfall. In order to keep the country and the organizations together, George voted against NAUI representing ACUC as a training arm. The chief council that was against NAUI being the training arm was the Alberta council. Shortly after this vote, a seminar was set up in London, Ontario which was the forerunner of the ACUC Instructor's Course, and this seminar was completely conducted by NAUI instructors.

(Response from J. Rogers)

1. Brief history and reasons for development of NAUI Canada:

Began in early 60's in answer to growing demand for SCUBA instruction. Only YMCA then available. Started as a branch of NAUI USA. Subsequently incorporated as separate Canadian body. Became financially autonomous May 1975.

2. Major programs, services which NAUI Canada provides:

NAUI provides its members (300+ instructors) with standards, course material, publications, an information center and a forum. In turn the members teach SCUBA from basic to advanced levels, leadership programs, and collectively organize and execute instructor training seminars and certification programs.

3. Areas in which NAUI Canada feels that greater emphasis is required:

Standards and quality of instruction generally.

4a. Any problems, current or potential, which NAUI Canada sees in the sport of scuba diving in Canada:

- 1. Confusion amongst instruction agencies*
- 2. Insurance premiums*
- 3. Legislation*
- 4. Irresponsible store operators*

4b. How could these problems be overcome?

Possibly by more inter-agency cooperation. Leadership on the part of one truly dedicated and qualified person. Reduction in number of agencies.

5a. How does NAUI Canada relate to other agencies involved in scuba diving in Canada?

*YMCA - very good
ACUC - bitter interpersonal issues
FCPQ - affiliated with ACUC
NASDS - no quarrel, except with standards and sales pressure
PADI - ?*

5b. What role do these other agencies play?

?

5c. What role should these other agencies play?

YMCA - will drop certification a.s.a.p. Has adopted NAUI standards

ACUC - should drop teaching role entirely

FCPQ - would follow a dedicated leader if material developed in French

NASDS - no comment (commercial)

PADI - should be eliminated

6a. Is the present multi-agency structure suitable?

Not really, although it is a good thing to have more than one. Competition is healthy.

6b. What are its weaknesses? Does it need improving?

See above

6c. If so, how could this be done?

ACUC should adopt NAUI as its teaching arm.

7a. The YMCA advocates one national standard for aquatic activities, and recently adopted the standards of NAUI for scuba diving. Is such a "one standard" system viable for scuba diving in Canada?

No - competition is good.

7b. If so, how could this best be accomplished?

See above

1. Brief history and reasons for development of NAUI Canada:

This looks like one for Ben Davis. Basically, the Branch Structure of the U.S. office was too far removed to be sensitive to the needs in Canada. Also, there was the hassle with duty, etc. There also was a need for a political entity in Canada for NAUI, with the advent of ACUC.

2. Major programs, services which NAUI Canada provides:

You are quite familiar with this one. Steve Kozak could be the most help. I would probably give you an incomplete list.

3. Areas in which NAUI Canada feels that greater emphasis is required:

*Standardization in all pupil programs and instructor training
Interagency cooperation*

4a. Any problems, current or potential, which NAUI sees in the sport of scuba diving in Canada:

*Legislation
Standards-writing organizations*

4b. How could these problems be overcome?

*Recognition of common standards by diver agencies
Public education about the credibility of those standards
Lobbying with parliamentarians
Interagency cooperation*

5a. How does NAUI Canada relate to other agencies involved in scuba diving in Canada?

Sit on some committees of other organizations

5b. What role do these other agencies play?

*YMCA - Provides actual program services
ACUC - Attempting to establish itself as the voice with government and other agencies*

5c. What role should these other agencies play?

YMCA - Same role it's playing now

ACUC - Should become an effective representative of
provincial diving councils

6a. Is the present multi-agency structure suitable?

Probably

6b. What are its weaknesses? Does it need improving?

Weaknesses - Communications
Multi certification cards
Yes (It does need improving)

6c. If so, how could this be done?

Recognition of common standards

7a. The YMCA advocates one national standard for aquatic activities, and recently adopted the standards of NAUI for scuba diving. Is such a "one standard" system viable for scuba diving in Canada?

Yes. We're working on it.

7b. If so, how could this best be accomplished?

All agencies recognize a standard which meets or exceeds all current standards. This has to be weighed against what could be called "prudent" diver safety education and training. What is prudent becomes almost academic.

(Response from W. Buck)

1. Brief history and reasons for development of NAUI Canada;

Developed (formed) so that CANADIAN members of NAUI would be recognized by CANADIAN government and related government agencies, for their CANADIAN expertise.

2. Major programs, services which NAUI Canada provides:

NAUI Canada is continuously updating and providing services to parallel the services and operations of NAUI International.

Divemaster Seminar is a totally CANADIAN developed program.

3. Areas in which NAUI Canada feels that greater emphasis is required:

I feel that at the present time our efforts must be directed into two areas.

- financial management*
- updating and in-service training for our present instructors*

4a. Any problems, current or potential, which NAUI Canada sees in the sport of scuba diving in Canada:

Petty politicing between organizations. i.e. Eastern Canada - competition between ACUC and NAUI Canada; B.C. - totally NAUI. Rationale: Eastern Canada organized on club structure with non-paid club instructors; West organized on full time dive shop instruction leaving clubs to dive and be social. Instructors in B.C. earn \$8-\$12 per hour (course average 32 hrs.). Basic Scuba Course costs from \$75-\$100 per course depending on additional services included.

4b. How could these problems be overcome?

Split or remove diving instruction from clubs. Turn instruction over to the professional instructors. Clubs and groups are now free to provide post training activities.

5a. How does NAUI Canada relate to other agencies involved in scuba diving in Canada?

NAUI Canada has attempted to work in cooperation with all agencies, but there are some vast philosophical differences with

some organizations - also some very amateur personality conflicts.

5b. What role do these other agencies play?

ACUC was founded by myself and several others for the purpose of providing the communications link and the voice of diving in Canada.

At the present time ACUC spends 90% of its effort in the area of diver training and only 10% on its intended purpose.

5c. What role should these other agencies play?

Agencies should confine themselves to their intended purposes and goals.

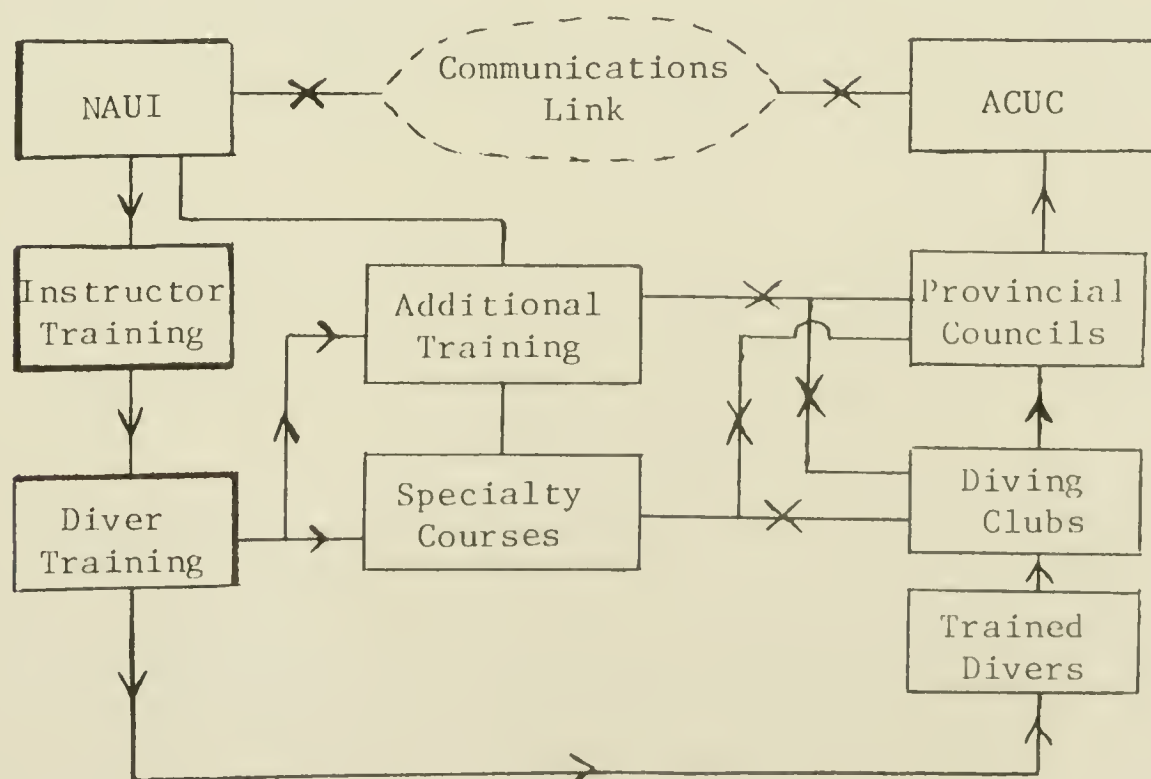
6a. Is the present multi-agency structure suitable?

No. Multi-agency structure serves only to splinter the effective force of CANADIAN divers and the diving community appears as bickering amateurs.

6b. What are its weaknesses - Does it need improving?

Yes. See 6a.

6c. If so, how could this be done?



- 7a. The YMCA advocates one national standard for aquatic activities, and recently adopted the standards of NAUI for scuba diving. Is such a "one standard" system viable for scuba diving in Canada?

At Sports Federation Canada meeting January, 1975, Vancouver, B.C., the YMCA informed ACUC of the adoption of the NAUI standards. ACUC was also informed that if their standards were increased to match the NAUI standard (in all areas) then they too would be included in the YMCA aquatics program.

- 7b. If so, how could this best be accomplished?

1. Let ACUC speak for the divers and the sport.
2. Let NAUI and the other professional teaching agencies do the training.

APPENDIX D

INTRODUCTORY LETTER, QUESTIONNAIRE AND RESPONSE

NATIONAL COUNCIL OF YMCA

Faculty of Physical Education
University of Alberta
Edmonton, Alberta
T6G 2H9

July 18, 1975

Mr. Don McCuaig
National Y.M.C.A.
2160 Yonge Street
Toronto, Ontario

Dear Mr. McCuaig:

I am a graduate student at the University of Alberta, and am currently working on my thesis in completion of the requirements for my Master's degree in Physical Education. My area of concentration is Administration and the subject of my study is the administrative structure of the sport of scuba diving in Canada. As the Y.M.C.A. is one of the agencies involved in this sport in Canada, I am writing to request your assistance in the collection of data for this thesis.

I have enclosed some questions which represent some of the areas which I am examining. I would appreciate receiving your response to these, as well as any additional information which you feel would be relevant to the topic.

I am hoping to have completed the collection of data by August 8th, and would be very grateful for your consideration of this request at your earliest convenience. Thank you in advance for your assistance. It is very much appreciated, and I am sure it will contribute greatly to the successful conclusion of my research.

1. Reasons for adoption of "one national standard" scheme:

We adopted NAUI because of need for clear standards for 'instructor' training and certification, and feel the need for a single standard for divers so as:

1. to eliminate confusion
2. avoid duplication of effort
3. reduce 'ours is as good as yours' discussion and debate between card holders
4. avoid repetition of material and certification courses for volunteers simply because of agency identity

We recognize both ACUC & NAUI credentials

2. Reasons for adoption of NAUI standards:

NAUI (Can.), at the time we took our decision, was the only agency with North America wide 'instructor' standards explicitly set out (1972).

We have accepted (June 1975) ACUC instructor credentials.

We ask both NAUI (Can.) and ACUC instructors to teach to a common diver syllabus when teaching in the Y. ACUC and NAUI (Can.) reps. are now working on such a syllabus.

3. This system has been in operation for some time now. What have been the effects of this decision:

a) Response of other agencies

ACUC and NAUI (Can.) have both agreed to our current (1975) policy.

b) Response within YMCA's

Excellent. Most Y's use ACUC and/or NAUI and have for some time.

c) Do you feel this was a wise decision? If not, what would you change?

Yes, it was a wise decision to adopt one diver syllabus and narrow instructor standards down to two.

d) Any negative ramifications

People want one reliable standard acceptable wherever they may dive in North America so the 4 main governing bodies are urged to get closer together & work co-operatively

4. From your agency's point of view

a) Comments on present administrative structure of this sport in Canada

Too many bodies claiming to govern the sport or some aspect of it...need for improved co-operation...reduced duplication of effort.

b) Any problems or weaknesses

--

c) How could these best be resolved

--



NATIONAL COUNCIL OF CANADA / LE CONSEIL NATIONAL DU CANADA

2160 YONGE, TORONTO, ONTARIO M4S 2A9

(416) 485-9447

CABLE "CANYMCA"

July 28, 1975

Miss Susan K. Heal
Graduate Student
Faculty of Physical Education
University of Alberta
Edmonton, Alberta
T6G 2H9

Dear Susan:

I have answered your inquiry briefly, but I hope adequately for your purposes. I've omitted to answer some questions because of the necessity to write a very complete response, if any at all.

Yes, we received 'flack' from ACUC supporters when we chose NAUI (Can.) - and expected it. NAUI is North America wide with letters patent in Canada. Those who call it 'American' are lacking in detailed knowledge about the organizations - both ACUC and NAUI (Can.).

ACUC was begun through the efforts of NAUI people in Canada who saw the need for an organization of clubs, divers and councils. NAUI concerns itself with SCUBA INSTRUCTOR TRAINING & CERTIFICATION and saw its role as being complementary.

I have written documents from government, CMAS, NAUI, ACVC, et al, which clearly indicate a great lack of correct knowledge about the organizations across the country which is (inadvertently, I hope) confused by incorrect statements by well-meaning representatives of one group or the other.

Best regards,

APPENDIX E

INTRODUCTORY LETTER, QUESTIONNAIRE AND RESPONSE PROVINCIAL SCUBA DIVING COUNCILS OR FEDERATIONS

Faculty of Physical Education
University of Alberta
Edmonton, Alberta
T6G 2H9

July 21, 1975

President,
Association of B.C. Diving Clubs
P.O. Box 4156
Station A
Victoria, B.C.

Dear Sir:

I am a graduate student at the University of Alberta, and am currently working on my thesis in completion of the requirements for my Master's degree in Physical Education. My area of concentration is Administration and the subject of my study is the administrative structure of the sport of scuba diving in Canada. As your association is one of the organizations involved in the administration of this sport, I am writing to request your assistance in the collection of data for this thesis.

I have enclosed some questions which represent some of the areas which I am examining. I would appreciate receiving your response to these, as well as any additional information which you feel would be relevant to the topic.

I am hoping to have completed the collection of data by August 8th, and would be very grateful for your consideration of this request at your earliest convenience. Thank you in advance for your assistance. It is very much appreciated, and I am sure it will contribute greatly to the successful completion of my research.

(Same letter sent to: Alberta Scuba Divers Council, Saskatchewan Underwater Council, Manitoba Underwater Council, Ontario Underwater Council, Federation des Clubs de Plongee du Quebec, New Brunswick Underwater Council, Nova Scotia Underwater Council, Newfoundland Underwater Council and Prince Edward Island Underwater Council)

1. Brief history and reasons for development of the P.E.I. Underwater Council:

The P.E.I. Council originally was conceived in 1971 when the Maritime Diving Council folded. A need was felt for organization by the 8 assorted instructors - NAUI, PADI and NASDS. However, outside of the original organizers and interested divers, little was done. 1971-72-73 had a full slate of diving activities, however the commercial instructors failed to push the Council due to their organization structure (keep the students coming to the shop).

2. Major programs, services which the P.E.I.U.C. provides:

At the present, only an information disseminating clearing house to pass on information to the person interested.

3. Areas in which the P.E.I.U.C. feels that greater emphasis is required:

More organizational information and assistance from national organization.

- 4a. Any problems, current or potential, which your council sees in the sport of scuba diving in Canada:

P.E.I.'s problem, the same as the national scene where diving is excellent - ("What can the Council do for me?")

- 4b. How could these problems be overcome?

??? - National P.R. - more information - a selling job by the Council(s).

- 5a. How does your organization relate to other agencies involved in scuba diving in Canada?

Attendance at regional meetings

- 5b. What role do these other agencies play?

A relationship in the sport - camaraderie

5c. What role should these other agencies play?

1. *National programs*
2. *Instructional courses*
3. *Information resources*
4. *Coordinators of national press releases*
5. *Less parochial involvement - or regional - provincial*

6a. Is the present multi-agency structure suitable?

No

6b. What are its weaknesses? Does it need improving?

Yes

6c. If so, how could this be done?

?

7a. The YMCA advocates one national standard for aquatic activities, and recently adopted the standards of NAUI for scuba diving. Is such a "one standard" system viable for scuba diving in Canada?

Very much so

7b. If so, how could this best be accomplished?

Susan, it can be accomplished by people becoming involved as you are!! Don't become discouraged! Get others involved in the program - it's terrific.

APPENDIX F

INTRODUCTORY LETTER, QUESTIONNAIRE AND RESPONSE

RECREATION CANADA

Faculty of Physical Education
University of Alberta
Edmonton, Alberta
T6G 2H9

July 18, 1975

Dr. S. Kalinowsky
Recreation Canada
Journal Building
365 Laurier Avenue W.
11th Floor
Ottawa, Ontario
K1A 0X6

Dear Dr. Kalinowsky:

I am a graduate student at the University of Alberta, and am currently working on my thesis in completion of the requirements for my Master's degree in Physical Education. My area of concentration is Administration and the subject of my study is the administrative structure of the sport of scuba diving in Canada. As Recreation Canada has recently participated in discussions with the two major agencies involved in the administration of this sport, I am writing to request your assistance in the collection of data for this thesis.

I have enclosed some questions which represent some of the areas which I am examining. I would appreciate receiving your response to these, as well as any additional information which you feel would be relevant to the topic.

I am hoping to have completed the collection of data by August 8th, and would be very grateful for your consideration of this request at your earliest convenience. Thank you in advance for your assistance. It is very much appreciated, and I am sure it will contribute greatly to the successful conclusion of my research.

QUESTIONS TO RECREATION CANADA

1. Reasons for involvement of Recreation Canada in ACUC/NAUI discussions?
2. What has been the result of discussions to date?
3. From Recreation Canada's viewpoint:
 - a) Comments on present administrative structure
 - b) Problems or weaknesses
 - c) How these can be resolved
 - d) Projection for the future



Health and Welfare
Canada

Santé et Bien-être social
Canada

134

Fitness and Amateur
Sport Branch

Direction générale de la Santé
et du Sport amateur

August 26, 1975

Your file Votre référence

Our file Notre référence

7236/09

Miss Susan K. Heal
Faculty of Physical Education
University of Alberta
Edmonton, Alberta
T6G 2H9

Dear Miss Heal:

In the prolonged absence of Dr. Kalinowsky, I have for answer your letter of 13 July about the administrative structure of diving in Canada.

I am very sorry about the delay and have to add that it will be only in the third week of September that I will be able to give your questionnaire the attention it deserves. In the meantime would you let me have your phone number so that we may discuss the information you will need.

APPENDIX G

REQUEST FOR INFORMATION AND RESPONSES

SPORTS FEDERATION OF CANADA

Faculty of Physical Education
University of Alberta
Edmonton, Alberta

July 9, 1975

Ms. Jo-Ann Lawson
Executive Director
Sports Federation of Canada
333 River Road
Vanier City, Ontario
K1L 8B9

Dear Ms. Lawson:

I am a graduate student in Physical Education at the University of Alberta, and in partial fulfillment of the requirements of my course work in administration, I am examining the administrative structure of the sport of scuba diving in Canada. One aspect that I am particularly interested in is the relationship between the various scuba agencies and other sport-related associations. I am writing, therefore, to request some information on the relationship between your Federation and the scuba agencies, particularly the Association of Canadian Underwater Councils (A.C.U.C.) and the National Association of Underwater Instructors, Canada (N.A.U.I. Canada).

I am aware that there has been considerable friction between these two agencies over the years, and that a problem arose recently over membership in and representation within the S.F.C. for the sport of scuba diving.

I would appreciate receiving your reaction or any additional information you might be able to provide regarding the following points:

The S.F.C. By-Laws state that its membership includes:

"the governing body of each amateur sport
of an athletic nature nationally organized
in Canada and approved by the Federation".

V - Membership (b)(i)

I am having some difficulty with the concept of the "sport-governing body", a term which receives wide usage in S.F.C. literature.

- a) What are the criteria which the S.F.C. uses in determining the "sport-governing body" for sports generally, and specifically for scuba diving?
- b) What are the benefits of S.F.C. membership which the A.C.U.C. receives in its capacity as "governing body" for the sport of scuba diving?

- c) Does the A.C.U.C. now hold "resident" status in the Admin. Centre in Ottawa, and if so, who would be the contact person for further information specifically related to the A.C.U.C.?

I understand that the N.A.U.I. Canada application for membership in the S.F.C. was rejected because the Membership Committee felt that the N.A.U.I. organization represents only a "part of a total sport", and that membership by this organization in addition to A.C.U.C. would fragment the sport.

- d) Does this decision, though, not limit the representation of the diving community in the S.F.C. anyway to "a part of a total sport" - namely those divers who choose to join a diving club which chooses to belong to its Provincial Diving Council? And does this not then fragment the sport by allowing input and representation by only a portion of the Canadian diving scene?

At the 1972 Annual Meeting of the S.F.C., a question was raised concerning the membership of the Canadian Federation of Amateur Aquatics (now the Aquatics Federation of Canada), since its component organizations were already members of the S.F.C. The statement recorded in the minutes would appear to support multiple or duplicate membership since the C.F.A.A. was reported to be "desirous of playing an active role with the Federation", and was therefore granted membership.

- e) Would an arrangement for dual representation by the two agencies (A.C.U.C. and N.A.U.I. Canada) not enable the S.F.C. to better serve and represent the total sport?
- f) Does N.A.U.I. Canada not fulfil the criteria laid down in the By-Laws for Associate Membership in the S.F.C.:

"The associate membership shall consist of such other individuals, corporations and groups or associations and persons, which exhibit an interest in the purpose and objects of the Federation and are approved by the Federation as active in or having jurisdiction over the organization, control or participation in sport and apply for and are admitted to membership by the Board of Directors."

- g) Does the S.F.C. not consider it desirable to provide an opportunity for input and participation by the largest number of participants in a sport? Would this not best represent the feelings of the widest possible spectrum?

I would greatly appreciate receiving your views on this matter and any information which you would be able to provide to assist me.

Sincerely,

Susan K. Heal (Miss)
Graduate Student



333 RIVER ROAD, VANIER, ONTARIO K1L 8B9 TEL (613) 746-0060-- Telex 053 3660

July 14, 1975

Miss Susan K. Heal
Graduate Student
Faculty of Physical Education
University of Alberta
Edmonton, Alberta T6G 2H9

Dear Miss Heal:

Thank you for your letter of July 9, 1975
regarding application for employment as Resource and
Development Officer with the Sports Federation of
Canada.

We wish to advise that you will be hearing
from us shortly concerning this matter.

Sincerely,

//



333 RIVER ROAD, VANIER, ONTARIO K1L 8B9 TEL (613) 746-0060--Telex 053 3660

August 4, 1974.

Miss Susan K. Heal,
Graduate Student,
Faculty of Physical Education,
University of Alberta,
Edmonton, Alberta.
T6G 2H9.

Dear Miss Heal:

Please accept our apologies for the mix-up in our reply of July 14th. You have posed seven questions and asked for my reaction on a number of points. I am not sure that I can answer, or react, completely to your satisfaction, but I will attempt to give you the Sports Federation's position on all of these matters.

The criteria for membership in the Sports Federation requires that the National Governing Body must represent organized sports bodies in a minimum of five provinces. The Association of Canadian Underwater Councils, in making its initial request for membership have filled this requirement and were, therefore, approved for membership. It was felt by the Membership Committee of the Sports Federation at the time of its recommendation to the general membership for inclusion of the Association of Canadian Underwater Councils that it indeed represented divers, instructors and the administrative arm of scuba in Canada. In view of the fact that the Federation does not maintain a definition of 'sport governing bodies' I will attempt to give you my interpretation. The Sport Governing Body, as I look at other sports governing bodies in Canada, encompasses all of the areas of involvement from the athlete to the instructor/coach to the planners, and administrators - in essence the total picture involving that sport at all levels and in all areas. The benefits of membership in the Sports Federation of Canada, from a strictly practical point of view, are difficult to enumerate. Each member of the Sports Federation has an equal voice, along with the other 92 member associations, in determining and influencing national sport policy, influencing the overall direction of sport and recreation in Canada and, in essence, becomes a part of the total sport and recreation community in our country. Practical benefits allow all members to participate in insurance programs, the Uniform Program and the benefits of the S.F.C. lobbying efforts within the Federal Government's areas of legislation.

The A.C.U.C. has just recently hired an Executive Director in the person of Mr. C Rolfe. He would be the person to whom you would direct further enquiries regarding A.C.U.C. His address is 333 River Road, Vanier, Ontario, K1L 8B9.

.../2

The sport of scuba, I believe, encompasses not only N.A.U.I. and A.C.U.C. but also Y.M.C.A., N.A.S.D.S., P.A.D.I. and a few other instructor groups. In an effort to ensure standardized instructor and follow-up programs across Canada, it would seem only reasonable to assume that all the instructor groups would form an instructors council of some type that could associate itself with the Association of Canadian Underwater Councils. In the skiing community this has in essence been accomplished with the Ski Instructors Alliance. Surely within any sport in Canada there can only be one National Body in order to coordinate the efforts of all those interested in the particular sport.

The Aquatics Federation of Canada, a member of the Sports Federation of Canada, fulfills the same criteria for membership as does the C.O.A. and the Commonwealth Games Society.

In closing, I have contacted Mr. Rolfe and he advises that A.C.U.C. is known also to be the sole representative of all Canadian Divers to the World Underwater Federation - C.M.A.S. which, naturally, supports the Federal Government stand in selecting A.C.U.C. as the National Sport Governing Body. (see attached list)

CMAS MEMBER FEDERATIONS

<u>Country</u>	<u>Organization</u>	<u>Code</u>
40. Portugal	- Portuguese Federation for Underwater Activities	(A-B-C
41. Singapore	- Underwater Federation of Singapore	(A
42. Sweden	- Swedish Sports Diving Federation	(A-B-C
43. Switzerland	- Swiss Underwater Sports Federation	(A-B-C
44. Czechoslovakia	- Czechoslovak Divers Federation	(A-B-C
45. Turkey	- Turkish Underwater Sports Federation	(A
46. Russia	- Federation for Underwater Sports of the USSR	(A-I
47. Uruguay	- Uruguayan Federation of Amateur Fishing	(A
48. United States	- Underwater Society of America	(A-C NAUI-I
49. Venezuela	- Venezuelan Federation of Underwater Activities	(A
50. Yugoslavia	- Yugoslav Federation of Recreational Sport Fishing and Underwater Activities	(A-B-C

CODE

A - Sports Committee
 B - Technical Committee
 C.- Scientific Committee

CMAS MEMBER FEDERATIONS

<u>Country</u>	<u>Organization</u>	<u>Code</u>
1. South Africa	- South African Underwater Union	(A-B-C
2. East Germany	- East German Sports Diving Club	(A-B
3. West Germany	- West German Sports Diving Club	(A-B-C
4. Argentina	- Argentine Federation of Underwater Activities	(A-B
5. Australia	- Australian Underwater Federation	(A-B-C
6. Austria	- Sport Diving Federation of Austria	(A-B-C
7. Belgium	- Belgian Federation of Research and Underwater Activities	(A-B
8. Brazil	- Brazilian Confederation of Sports	(A-B-C
9. Bulgaria	- Bulgarian Federation for Underwater Sports	(A-B-C
10. Canada	- Association of Canadian Underwater Councils	(A-B-C
11. Chile	- Chilean Federation of Sports and Underwater Studies	(A-B-C
12. Costa Rica	- Costa Rican Association for Underwater Activities	(A-B
13. Cuba	- National Commission of Underwater Activities	(A-B-C
14. Denmark	- Danish Sportsdiving Federation	(A-B-C
15. Spain	- Spanish Federation of Underwater Activities	(A-B-C
16. Faeroe Islands	- Faeroese Underwater Federation	(A-C
17. Finland	- Federation of Finnish Sports Divers	(A-B
18. France	- French Federation of Studies and Underwater Sports	(A-B-C
19. United Kingdom	- British Sub-Aqua Club	(A-B-C
20. Greece	- Hellenic Federation for Underwater Activities and Sports Fishing	(A-B-C
21. Guernsey	- Blue Dolphin Sub-aqua Club	(A-B
22. Netherlands	- Netherlands Underwater Sport Federation	(A-B-C
23. Hong Kong	- Underwater Federation of Hong Kong	(A-B
24. Hungary	- Hungarian Underwater Federation	(A-B
25. Ireland	- Irish Underwater Council	(A-B-C
26. Israel	- Federation for Underwater Activities in Israel	(A-B-C
27. Italy	- Italian Federation for Sports Fishing and Underwater Activities	(A-B-C
28. Japan	- Japanese Underwater Federation	(A-B-C
29. Jersey	- The Jersey Federation of Underwater Activities	(A-B
30. Liechtenstein	- Liechtenstein "Bubbles" Diving Club	(A-B
31. Luxembourg	- Luxembourg Federation for Underwater Activities and Sports	(A-B
32. Malta	- Malta Sub Aqua Club	(A-B
33. Mexico	- Mexican Exploration Club and Underwater Sports	(A-B-C
34. Monaco	- Club for Spearfishing and Underwater Exploration of Monaco	(A-C
35. Norway	- Norwegian Diving Federation	(A-B-C
36. New Zealand	- New Zealand Underwater Association	(A-B
37. Panama	- Panamanian Yacht and Fishing Club	(A-B
38. Peru	- National Commission of Sub-marine Fishing and Underwater Activities	(A-C
39. Poland	- Polish Tourist Board	(A-C

CURRENT MEMBERS

UNION OF SOVIET SOCIALIST REPUBLIC (A-B)

WEST GERMANY (A-B-C)

SOUTH AFRICA (A-B-C)

AUSTRALIA (A-B-C)

BULGARIA (A-B-C)

ARGENTINA (A-B)

AUSTRIA (A-B-C)

DENMARK (A-B-C)

BRAZIL (A-B-C)

COSTA RICA (A)

FRANCE (A-B-C)

BELGIUM (A-B)

CHILE (A-B-C)

SPAIN (A-B-C)

FINLAND (A-B)

GREECE (A)

JERSEY (A)

HUNGARY (A)

CUBA (A-B-C)

GUERNSEY (A)

HONG KONG (B)

JAPAN (A-B-C)

ITALY (A-B-C)

CANADA (A-B-C)

ISRAEL (A-B-C)

IRELAND (A-B-C)

NEW ZEALAND (A-B)

NETHERLANDS (A-B-C)

LIECHTENSTEIN (A-B)

UNITED KINGDOM (A-B-C)

FOUNDING MEMBERS

UNITED KINGDOM

SWITZERLAND

BRAZIL

(A-C) POLAND

(A-B) PANAMA

(A-C) MONACO

(A) URUGUAY

(A-C) PERU

(A) MALTA

(A) TURKEY

(A) SINGAPORE

(A-B-C) SWEDEN

(A-B-C) NORWAY

(A-B-C) MEXICO

(A-B) VENEZUELA

(A-B-C) PORTUGAL

(A-B) LUXEMBOURG

(A-B) NEW ZEALAND

(A-B-C) YUGOSLAVIA

(A-B) EAST GERMANY

(A-B-C) SWITZERLAND

(A-C) FAEROE ISLANDS

(A-B-C) CZECHOSLOVAKIA

UNITED STATES OF AMERICA (A-B-C)

PORTUGAL

MALTA

USA

SPAIN

YUGOSLAVIA

WEST GERMANY

FRANCE

ITALY

MONACO

BELGIUM

GREECE

NETHERLANDS

CMAS

CODE

A - Sports Committee

B - Technical Committee

C - Scientific Committee

B30142